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ABSTRACT

A Minnesota study examined how the federal law was implemented and federal funds were distributed under the Carl D. Perkins Vocational Education Act of 1984 and the Job Training Partnership Act of 1982 (JTPA) and reported on the coordination between the two acts in the state for fiscal years 1986 and 1987. Information was gathered from the "State Plan for Vocational Technical Education," government documents, and a survey of all technical institute directors and Service Delivery Area (SDA) and Private Industry Council (PIC) administrators in the state. The study found that the State Board of Vocational Technical Education satisfied all of the provisions of the Perkins Act and met all of its performance goals for expenditures of federal funds. The allocation of funds for the education of handicapped persons was somewhat weak, usually as a result of inadequate funding. The study also found that the Minnesota Department of Jobs and Training and all 17 SDAs in Minnesota met or exceeded the performance standards for the expenditure of JTPA funds. Finally, the study found that there is good coordination in the implementation of the two acts in Minnesota, although each sector believes coordination should be enhanced. As a result of the evaluation, the State Council on Vocational Technical Education recommended that formal joint planning activities be increased to ensure further coordination between the two sectors and that technical institutes appoint representatives of PICs and SDAs to serve on their advisory committees. (Appendices include statistical tables and graphs, questionnaires, definitions of acronyms, and 14 references.) (KC)

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PERKINS - JTPA EVALUATION ANALYSIS OF ADEQUACY, EFFECTIVENESS, AND COORDINATION

March, 1989

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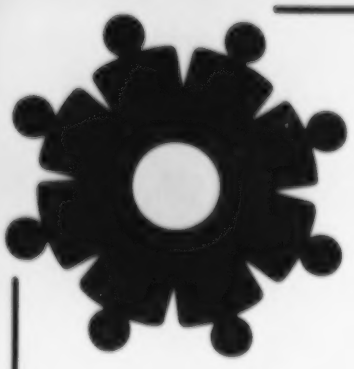

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The Council also wishes to express its appreciation to those members of the staffs of the State Board of Vocational Technical Education and the Department of Jobs and Training who enthusiastically and patiently responded to requests for information from Council staff.

The Council looks forward to ongoing cooperative efforts with the State Board of Vocational Technical Education, and the Department of Jobs and Training. Such cooperation will ensure that vocational technical education and job training continue to offer useful services to Minnesota's workforce while fostering cooperation among all agencies involved with this function. This is crucial if Minnesota is to stay competitive in both the domestic and international marketplace.

EXECUTIVE SUMMARY

In the 1984 Carl D. Perkins Vocational Education Act, Congress specified that state councils on vocational education were to evaluate at last once every two years the vocational program delivery systems assisted under the Perkins Act and under the Job Training Partnership Act of 1983 (JTPA) "in terms of the adequacy and effectiveness in achieving the purposes of the two Acts" specifically regarding the "the coordination that takes place between vocational education and JTPA." The state councils are directed to make recommendations based on their evaluation findings to their state vocational education boards. Finally the councils are required to submit the final reports and recommendations to the U. S. Secretaries of Education and Labor, the Governors of their respective states, and their state departments of vocational technical education and job training.

When discussing vocational technical education, this report covers Fiscal Years 1986 and 1987 which is the period between July 1, 1985, and June 30, 1987. When discussing job training, this report covers Program Years 1985 and 1986 which encompass the same time period. The purposes of this study were (a) to detail the accomplishments of the State of Minnesota in implementing

the Perkins Act and JTPA, (b) to identify the overall strengths and weaknesses of the Perkins-JTPA coordination process, (c) to gather additional broad-based information about Perkins-JTPA coordination issues upon which to base recommendations to the State Board of Vocational Technical Education and other appropriate parties, and (d) to disseminate the research findings and recommendations.

Findings Regarding the Carl D. Perkins Vocational Education Act in Minnesota, July 1, 1985 - June 30, 1987

The goals of the Perkins Act are to strengthen and expand the economic base of the nation, develop human resources, reduce structural unemployment, increase productivity by assisting the states to expand, improve, and update high-quality programs for vocational technical education. The Act aims to assist states in developing, improving, and modernizing quality vocational programs that assist a variety of populations including persons with disabilities, disadvantaged adults, single parents/homemakers, those affected by sex-role stereotyping, and the incarcerated.

The State Board of Vocational Technical Education satisfied all of the provisions and met all of the performance goals of the Perkins Act for the categorical expenditure of federal monies. This is demonstrated in the organization of the annual State Plan for Vocational Technical Education that closely mirrors the Perkins Act, as well as the annual performance reviews that tabulate the outcomes of these plans.

It is necessary when discussing the strengths and weaknesses of the vocational technical education system in Minnesota assisted by the Perkins Act to point

out the federal-state partnership that was created by the Act to develop and deliver vocational services. The federal government has broad national goals for vocational technical education, and it uses financial incentives as well as legal mandates to get the state to pursue these goals. At the same time, the federal government encourages the states to pursue problems that are specific to its student population, workforce, and economy. The positive outcomes in Minnesota such as diverse program offerings for a variety of populations offered at a variety of technical institutes and secondary cooperative centers that are geographically dispersed throughout the state are usually a product of a healthy federal and state partnership that provides financial support for strong local delivery of vocational services. The set-aside categories contained in the Perkins Act provide incentives to vocational institutions to serve the diverse populations outlined in the Act. The inadequacies in meeting JTPA goals are usually a product of Perkins Act goals that are insufficiently supported by federal funds. A prime example of this are programs for persons with disabilities. Federal allocations are often only a minute portion of the funding needed to provide vocational programs for persons with disabilities. In FY 1986 and FY 1987 many of the secondary vocational institutions in Minnesota received federal funding that amounted to less than $1,000.00. While this funding provides some assistance it is marginal when compared with the costs of special programs and making buildings accessible for persons with disabilities.

Findings Regarding the Job Training Partnership Act in Minnesota, July 1, 1985 to June 30, 1987

The 1983 Job Training Partnership Act gives states license to develop programs that meet the specific economic and private sector needs of both the state as a whole and at local levels known as Service Delivery Areas (SDAs). The most important premise of JTPA is that of job training leadership from the private sector. JTPA assumes that local business representatives understand better than public officials what kinds of job training are most likely to be required by their own communities. A second, equally important, guiding principle of JTPA programs is the emphasis placed on input from private business in partnership with local and state elected officials. JTPA emphasizes a concern for "bottom line" performance. The Act stipulates that program funds must be treated as investments in human capital from which a profit shall be realized and not as expenditures that yield no measureable return. To calculate the actual return on the public investment, JTPA further specifies that program success be determined by measuring the increased employment and earnings and the reduced welfare dependency of participants. These performance standards are established by the Secretary of Labor and accepted or modified by the individual governors.

The Minnesota Department of Jobs and Training and all 17 SDAs in Minnesota met or exceeded the performance standards set for the categorical expenditure of JTPA funds. This includes expenditures for the Basic Program (Title IIA). Summer Youth Programs (Title IIB), and Dislocated Worker Programs (Title III). Each of the categories had placement and wage rates that were above the

national average, and the programs were designed to meet the educational and occupational needs of the populations they were serving. Prime examples of this were dislocated worker programs that responded quickly to plant closings and were tailored to meet the educational occupational needs of the workers losing their jobs.

Findings Regarding Coordination between JTPA and Vocational Technical Education in Minnesota

Both the Perkins Act and JTPA contain specific references to coordination between them. The Perkins Act requires the Board to adopt procedures that it considers necessary to implement state-level coordination with the Governor's Job Training Council to encourage cooperation in the conduct of their respective programs. JTPA mandates that the Governor's Job Training Council identify in coordination with the appropriate state agencies the employment and training and vocational technical education needs throughout the state as well as comment at least annually on the steps taken by the Board for the effectiveness of the programs assisted under JTPA in meeting the needs in the State Plan for Vocational Technical Education.

Both the Board and the Governor's Job Training Council satisfied statutory mandates for coordination. The State Job Training Office and the Department of Jobs and Training, which houses the Governor's Job Training Council, has established an interagency planning team which consists of representatives of several state agencies, including the Board. The Board administers the eight percent education coordination funds for the Governor's Job Training Council.

These funds are allocated through a request for proposal process for special programs that are designed to meet the needs of a specific public assistance population in a chosen geographic area. These are just a few examples of the types of coordination that occur in Minnesota between job training service providers and vocational educators.

The enhancement of coordination is an ongoing daily process that is as necessary as it is elusive. It requires mutual efforts and clear communication. Job training and vocational technical education in Minnesota appear to mutually support and supplement each other.

Research Design

Many of the issues that were used to establish the framework of this evaluation were derived directly from the language of the Perkins Act and JTPA mandating the coordination of vocational technical education and job training. Other issues were identified from research literature, government documents for the State Board of Vocational Technical Education and the Department of Jobs and Training, and interviews. Separate but similar multiple choice and short answer questionnaires were also devised for each group in order to reflect the different statutory responsibilities of technical institutes, PICs, and SDAs in the Perkins-JTPA coordination process. All 34 directors of technical institute campuses and all 17 SDA Administrators returned their questionnaires, as did 13 of the 17 PIC chairs. This equals a 94 percent response rate for those receiving the questionnaire.

The questionnaires for each of the three groups of respondents posed questions about the four major themes which emerged from the research review. Review of the Perkins Act, JTPA Guidelines, state plans and reports about the implementation in Minnesota of Perkins and/or JTPA, and conversations with state and local vocational educators and job trainers also supplied information for the evaluation. The four themes of the questionnaire were:

(1) the nature and quality of coordination between job training service providers and vocational technical education service providers;

(2) the nature and extent of joint planning between the two sectors;

(3) the nature and appropriate education backgrounds and skills needed by workers; and

(4) the nature and range of services provided to and needed by special populations.

Survey respondents were also asked several other questions about placement, modernization of programs, the burdensomeness of JTPA paperwork, and so forth. Responses to all questions are compiled in the appendix of this report.

Research Findings

It is clear from the evaluation that vocational technical education and job training in Minnesota are healthy and have satisfied their federal mandates. The two sectors also made strides towards enhancing the service coordination be-tween each other's service providers. The following conclusions can be made from this report.

(1) There is service coordination occurring between vocational technical education and job training.

(2) Service coordination is perceived by both sectors as being important both in serving all client groups and in maximizing resource usage.

(3) Each sector believes that service coordination should be enhanced.

(4) There is joint planning that occurs between the PICs, SDAs, and vocational technical institutions.

(5) Each of the PIC Chairs, SDA Administrators, and technical institute directors has a different view on the actual amount of joint planning that occurs.

(6) The PIC Chairs, SDA Administrators, and technical institute directors have similar views on the types of training and education that workers need to obtain employment.

(7) The PIC Chairs, SDA Administrators, and technical institute directors agree that workers need strong basic skills in order to obtain and keep employment in a dynamic job market.

Recommendations

The council made two recommendations as a result of this evaluation:

Recommendation One: The State Council on Vocational Technical Education recommends that all job trainers and vocational educators work cooperatively to increase formal joint planning activities to ensure further programmatic coordination between these two sectors.

Rationale: In a Council-administered questionnaire, the PIC chairs, SDA administrators, and technical institute directors were all asked about the frequency of coordination between the PIC and vocational institutions. There was a wide discrepancy in the answers received. Eight of the 13 responding PIC chairs (62 percent) said that joint planning occurred regularly, while only three of the 17 SDA administrators (18 percent) and 16 out of 34 technical institute directors (47 percent) replied that joint planning occurred

regularly. While many of the remaining PIC, SDA, and technical institute respondents replied that planning occurs on a program-by-program basis, the questionnaire responses do not show much incidence of formalized joint planning.

Joint planning is useful both as a process that increases each sector's awareness of the other's strengths and services as well as one that allows for the formal articulation of programmatic goals. Implementing the Council's recommendations will help to create programs that are sensitive to state and local job training and vocational needs. By increasing the likelihood of resource coordination, joint planning will also help to reduce costly duplication of programs and other expenditures.

One of the primary outcomes of the process of joint planning is increased communication among those involved in the activity. Planning is an intense activity that delves deeply into the issues being discussed. This process will assist job training and vocational education service providers in becoming aware of each other's missions, legislative mandates, and client obligations.

An annual meeting of the Governor's Job Training Council, the State Board of Vocational Technical Education, and the State Council on Vocational Technical Education that discusses issues surrounding vocational technical education and JTPA plans would provide a strong central example that would encourage local service providers to develop and/or enhance joint planning activities. This meeting would facilitate communication between each service provider that will provide state level leadership on joint planning.

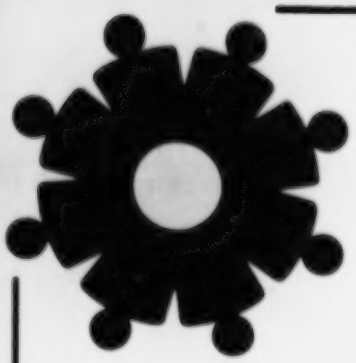
Recommendation Two: The State Council on Vocational Technical Education recommends that the technical institutes appoint representatives of Private Industry Councils and Service Delivery Areas to serve on their general and program advisory committees.

Rationale: Several questions in the Council-administered questionnaires asked the PIC chairs, SDA administrators, and technical institute directors how well vocational education programs reflect the needs of JTPA clients. While the majority of PIC chairs and SDA administrators used vocational education institutions to assist them with their job training programs, many believed that these institutions should design more programs to reflect JTPA needs. At the same time, many technical institute directors believed they could and should have a more constructive influence on the implementation of JTPA programs. This demonstrates that each service provider wants to have more input on the other's programs. The program advisory committee is an existing structure that would involve job training service providers directly with vocational curriculum review. It would also give vocational educators a chance to influence the education programs used by JTPA service providers.

Program advisory committees are pivotal to obtaining the advice of job training service providers on the curriculum to meet current and future labor market needs. Further, these committees may also serve as a conduit of information to employers and employees about new and emerging technological advancements that affect their enterprises.

Increased involvement by the PICs and SDAs on vocational advisory program committees will also provide more information for the PICs on the operation of

vocational technical education. The representatives of PICs and SDAs on these advisory committees can take information back to their colleagues. This further facilitates communication that is the cornerstone of coordination.



INTRODUCTION

The Job Training Partnership Act (JTPA) of 1983 and the Carl D. Perkins Vocational Education Act (Perkins Act) of 1984 are, in many senses, reciprocal pieces of legislation, designed by Congress to avoid unnecessary duplication of services. Congress provided funds through JTPA for state education coordination and assigned specific coordination responsibilities to all state job training and vocational technical education agencies receiving funds through the Acts.

In the Perkins Act, Congress further specified that state councils on vocational education were to evaluate at least once every two years the vocational program delivery systems assisted under the Perkins Act and JTPA "in terms of the adequacy and effectiveness in achieving the purposes of the two Acts" specifically regarding "the coordination that takes place between vocational education and JTPA." The state councils are directed to make recommendations based on their evaluation findings to their state vocational technical education boards. Finally, the councils are required to submit the final reports and recommendations to the U.S. Secretaries of Education and Labor, the Governors of their respective states, and their state departments of vocational technical education and job training. When discussing Vocational

Technical education the report covers Fiscal Years 1986 and 1987, which is the period between July 1, 1985, and June 30, 1987. When discussing job training this report covers Program Years 1985 and 1986 which encompasses the same time period. The purposes of the study were to detail the accomplishments of the State of Minnesota in implementing the Perkins Act and JTPA, to identify the overall strengths and weaknesses of the Perkins-JTPA coordination process, to gather additional broad-based information about Perkins-JTPA coordination issues upon which to base recommendations to the State Board of Vocational Technical Education and other appropriate parties, and to disseminate the research findings and recommendations.

The Research Design

Many of the issues that were used to establish the framework of this evaluation were derived directly from the language of the Perkins Act and JTPA mandating the coordination of vocational technical education and job training. Other issues were identified from research literature, government documents, interviews, and responses to questionnaires.

In preparing this report, the Council followed seven basic procedures. The Council

(1) reviewed recent research about intergovernmental coordination, especially between vocational technical education and job training;

(2) reviewed all annual reports and other documents relevant to statewide Perkins-JTPA coordination published by either the State Board of Vocational Technical Education (Board) or the Department of Jobs and Training;

(3) interviewed informally key Board and Jobs and Training administrators and supervisors about how coordination was or was not succeeding operationally;

(4) prepared a narrative description of the major accomplishments and issues involved in Perkins-JTPA coordination in Minnesota;

(5) used the description of identified Perkins-JTPA coordination issues as the basis for preparing and field testing a questionnaire about these issues for Minnesota vocational technical education and job training service providers at the local level;

(6) revised and administered the final version of the questionnaire to the 34 technical institute campus directors, 17 JTPA Service Delivery Area (SDA) administrators, and 17 Private Industry Council (PICs) chairs; and,

(7) analyzed, reported, and submitted the combined findings, together with the Council's recommendations, to the appropriate parties.

The Major Perkins-JTPA Issues: A National Perspective

Congress intended that the efficiency and effectiveness of the Perkins Act and JTPA should be maximized through formal linkages between the two Acts. The Perkins Act contains 22 references to JTPA, many of which are designed to increase communication and joint planning. These linkages were designed to draw upon the respective strengths of vocational technical education programs, seen as primarily "program oriented," and job training programs, seen as primarily "client centered."

Pressman and Wildavsky, in their 1984 book, Implementation: How Great Expectations in Washington Are Dashed in Oakland, described the wide use of coordination as a program goal in many human services laws. They observe that while coordination is almost universally perceived as inherently "good" (The National Center 1987, p. 5), achieving it is far from simple. Coordination remains elusive in many instances, because even though laws and acts may legislate similar outcomes, the procedures and organizations created to achieve these outcomes may vary significantly.

One of the primary difficulties in coordinating activities between vocational technical education and JTPA is that vocational technical education and job training are institutionalized in very different ways. Vocational technical education is predominantly a state and local function that the federal government assists through the Perkins Act to achieve certain broad national goals, while JTPA, in contrast, is a federal program implemented by state and local governments in accordance with federal regulations (Ibid., 1).

Another difference between the Acts pointed to by vocational educators as a source of difficulty in coordinating Perkins-JTPA programs is that vocational technical education falls into the sphere of education, which differs fundamentally from job training (Ibid., 5). Job training is described as a more short-term, specific function compared to vocational technical education, which serves a more long-term, general function.

Finally, other kinds of difficulties in Perkins-JTPA coordination surface at the state and local level. These difficulties may include different administrative timetables and/or different deadlines, contractual procedures; or, more seriously, they may stem from communications or "turf" issues. For example, the staffs at a local technical institute and a local Service Delivery Area may be unaware of each other's needs and programs, or they may even be vying for the same clients to drive enrollment. Barriers to coordination such as these discussed here can often be breached through the use of both program and institutional partnerships, joint planning, joint labor market strategies, the synchronization of client outreach and referral, and the provision of training services that complement those of other programs (National Alliance of Business 1987, 7).

The administrators of JTPA on the state level are aware of the discrepancy between the magnitude of the problems they confront and the limits on the resources they can direct to these problems. Consequently, JTPA agencies use their funds and reviews of vocational plans to push educational institutions towards services targeted to the needs of disadvantaged people (National Center 1987, 2). This is an important function since both the Perkins Act and JTPA emphasize providing services to individuals who have characteristics that limit their opportunities in the labor market (Ibid., 1).

Job training and vocational technical education are both designed to prepare the nation's workforce, and their success is crucial. The mismatch between demanding job requirements and poor workforce skills will be increased over the next decade by a growing number of skill-deficient individuals unless current training needs are addressed (National Alliance of Business 1987, 5). Pressures created by increasingly competitive world markets could and probably will isolate the economically disadvantaged from the mainstream of the economy (Ibid., 6). When this fact is combined with the current federal, state, and local fiscal crunches, the need to improve, streamline, and coordinate both vocational technical education and job training becomes a top priority.

The Major Perkins-JTPA Issues in Minnesota

As might be expected, people in vocational technical education and job training sometimes bring different perspectives to bear on their definition of major issues connected with Perkins/JTPA coordination.

Issues identified by Board documents and vocational educators as particularly important to vocational technical education are:

(1) the need for increased support services for disadvantaged and at-risk populations;

(2) the need for increased and more comprehensive remedial education for disadvantaged, special needs, and at-risk populations;

(3) the need for increased remedial and basic skills education among all student populations;

(4) the belief of vocational educators that they could and should have more direct influence in training programs for JTPA clients;

(5) the restructuring of Minnesota's technical institute curriculum from a clock hours-based curriculum to a credit-based curriculum and its implications for program and access improvement; and

(6) the increasing and immediate importance of lifelong education for adults, both employed and unemployed.

Issues identified by documents from JTPA and the Department of Jobs and Training, as well as individuals from SDAs and PICs, as particularly important job training concerns are:

(1) the importance of JTPA in reducing the number of welfare recipients in Minnesota and the necessity of vocational technical education in assisting with this goal;

(2) the necessity of aligning the goals of JTPA service delivery in Minnesota with vocational technical education so that JTPA goals stress the need for comprehensive education and training that will lead to lifelong employability; and

(3) the importance of JTPA programs addressing the dynamic economic and employment situations in Minnesota.

Finally, issues identified by both vocational technical education and job training as vital to improved coordination are:

(1) the need for more formal partnerships between JTPA service providers and Minnesota's technical institutes;

(2) the necessity of direct communication between JTPA service providers and vocational educators so that programs developed for special needs populations reflect the needs of the clients and the labor market;

(3) the importance of mutual agreement between JTPA and vocational technical education regarding the training goals that a JTPA service provider defines for a client; and

(4) the importance of a full network of support services to ensure that a JTPA client can successfully complete a comprehensive vocational training program.

In addition to addressing these critical issues concerning vocational technical education, JTPA, and their coordination, this report addresses each specific legislative purpose of the Perkins Act and JTPA along with the accomplishments of the respective state agencies involved with the administration of the Acts.

The first chapter addresses the purposes of the Perkins Act and identifies the ways these purposes have been implemented in Minnesota. The second chapter presents the purposes of JTPA and discusses JTPA accomplishments in the state during the 1985-1987 biennium. Chapter Three discusses Perkins-JTPA coordination in Minnesota, while the fourth chapter presents the research findings from the questionnaire administered to technical institute directors, SDA administrators, and PIC chairs. The fifth and final chapter contains a summary of the study together with conclusions and recommendations.

CHAPTER ONE

IMPLEMENTATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT IN MINNESOTA, JULY 1, 1985 - JUNE 30, 1987

The goals of the 1984 Carl D. Perkins Vocational Education Act are to strengthen and expand the economic base of the nation, develop human resources, reduce structural unemployment, increase productivity, and strengthen the nation's defense capabilities by assisting the states to expand, improve, and update high-quality programs for vocational technical education.

The Act outlines eight major goals designed:

(1) to assure access of special populations of inadequately served individuals to quality vocational technical education programs, including handicapped and disadvantaged adults, single parents/homemakers, those affected by sex-role stereotyping, and the incarcerated;

(2) to expand, improve, modernize, and develop quality vocational technical education programs;

(3) to promote greater public agency/private sector cooperation in making vocational technical education more responsive to the labor market;

(4) to improve the academic foundation of vocational technical education students;

(5) to provide vocational technical education programs to train, retrain, and upgrade employed and unemployed workers in new skills for which there is a demand;

(6) to assist the most economically depressed areas of the state to raise employment and occupational competencies of its citizens;

(7) to assist the state to utilize a full range of supportive services, special programs, and guidance, counseling, and placement; and

(8) to improve the effectiveness of consumer and homemaker education and reduce the limiting effects of sex-role stereotyping on occupations, job skills, and careers.

The Minnesota Perkins Act programs, which are detailed each year in the Minnesota State Plan for Vocational Technical Education are designed to implement the eight goals. The balance of this chapter details the accomplishments of the State of Minnesota in implementing the Perkins Act goals. See Figure One and Two in Appendix A to see a graphic depiction of Perkins allocation to Minnesota in FY 1986 and 1987.

Goal 1: Assuring Accessibility for Special Populations

The first significant section of the Perkins Act is the Vocational Education Opportunities Program. Known as Title IIA, this program represents 57 percent of the basic grant, which in Minnesota for FY 1986 amounted to $6,694,567, including the $369,360 carryover from FY 1985 (State Board of Vocational Technical Education [SBVTE] 1985). The basic Title IIA grant for FY 1987 was $7,564,930, including $750,000 carryover from FY 1986 (SBVTE 1986). The purpose of this program is to provide funds to assist states in increasing accessibility to quality vocational technical programs for special populations.

The Perkins Act requires that states set aside a percentage of their basic grants for programs, services, and activities designed to assist six specific populations:

(1) persons with disabilities,

(2) disadvantaged individuals,

(3) adults who are in need of training and retraining,

(4) single parents and homemakers,

(5) individuals who participate in programs designed to eliminate sex bias and stereotyping, and

(6) incarcerated criminal offenders.

Programs for Persons with Disabilities

Programs in FY 1986. The Perkins Act provided 10 percent of Title IIA for persons with disabilities. This translated into a $1,174,485 federal allocation for FY 1986, including $64,800 carried over from FY 1985 (SBVTE 1985) for programs, services, and activities for persons with disabilities. These funds are designed to provide staff, equipment, materials, and services which are not provided to other students. With these funds students with disabilities would be able to receive vocational training, while without such aid, the framers of the Act reasoned, they would not.

The Perkins Act requires that funds distributed to persons with disabilities be done on a specified formula basis. Simply put, every school is eligible for funds on a proportion of the numbers of persons with disabilities in the school compared to the number of persons with disabilities in the state. As a result of the allocation formula, all 30 technical institutes and all 34 technical institute campuses received Title IIA funds for persons with disabilities. The funds provided postsecondary programs and assistance to 1,675 students with disabilities (SBVTE 1985). In FY 1986, 87 school dis-

tricts, 45 of which were located in economically depressed areas, received federal funds for secondary vocational education programs for persons with disabilities. During this period, 2,500 students with disabilities were served (Ibid.).

Programs in FY 1987. The federal allocation for programs for persons with disabilities in FY 1987 was $1,305,602 including a $110,000 carryover from FY 1986. Again in FY 1987, all 34 technical institute campuses received Title IIA funds for programs for persons with disabilities. These programs provided postsecondary assistance to an estimated 1,251 students with disabilities (SBVTE 1986). In FY 1987, 83 school districts, 45 of which were located in economically depressed areas, received federal funds for secondary vocational programs for persons with disabilities. During this period, an estimated 5,528 students with disabilities were served (Ibid.).

There was a decrease from FY 1986 to FY 1987 in the number of postsecondary persons with disabilities served by vocational technical education. The technical institutes served 424 fewer students with disabilities in FY 1987 than in FY 1986. This represents a 25 percent decrease in the population served, even though there was only a 16 percent decrease in the federal allocation.

From FY 1986 to FY 1987, 3,028 additional students with disabilities were served by secondary vocational educational programs and institutions. This represents a 55 percent increase in the population served; however, federally allocated funding during this period remained approximately the same.

Problems for Persons with Disabilities Residing in Minnesota. Federal allocations often prove to be only a minute portion of the funding needed to

provide vocational programs for persons with disabilities. This is especially true for secondary vocational programs for persons with disabilities. In FY 1986, 87 school districts in Minnesota qualified for Perkins funds for programs for persons with disabilities. Of this group, 54 received a federal allocation of less than $500 and 71 received an allocation of less than $1,000. Similar trends can be noted for FY 1987. Programs for students with disabilities require extensive start-up funds to make classrooms accessible and to purchase equipment to allow these students to attend classes in the mainstream of the school, along with a whole host of other expenses. It is apparent that federal funding for students with disabilities translates into a negligible amount at the local level. This is especially critical at a time when integration and creation of the least restrictive environments are mandated by federal legislation.

Programs for the Disadvantaged

Programs in FY 1986. The Perkins Act provides 22 percent of Title IIA for disadvantaged persons. These funds are distributed on a specified formula basis that is similar to the one used for persons with disabilities. This translated into a $2,583,868 federal allocation for FY 1986, including $142,560 carried over from FY 1985 for vocational technical programs, services, and activities for populations that are disadvantaged (SBVTE 1985).

As a result of the allocation formula, all 30 technical institutes and all 34 technical institute campuses received Title IIA funds for programs for the disadvantaged (Ibid.). These programs provided postsecondary programs and

assistance to an estimated 11,150 disadvantaged students. In FY 1986, 19 school districts, 13 of which were located in economically depressed areas, received federal funds for secondary disadvantaged vocational education programs, while nine secondary vocational centers, eight of which were in economically depressed areas, also received federal funding. During this period, 10,675 disadvantaged students were served (Ibid.).

Programs in FY 1987. In FY 1987, the Board received a $2,830,324 federal allocation for disadvantaged persons including a $200,000 carryover from FY 1986 (SBVTE 1986). Again in FY 1987, all 34 technical institute campuses received Title IIA funds for programs for the disadvantaged. These programs provided postsecondary assistance to an estimated 11,418 disadvantaged students (SBVTE 1986). In FY 1987, 22 school districts, 12 of which were located in economically depressed areas, received federal funds for secondary disadvantaged vocational education programs. During this period an estimated 8,900 disadvantaged students were served (Ibid.).

There is an increase from FY 1986 to FY 1987 in the number of postsecondary disadvantaged persons served by vocational technical education. The technical institutes served approximately 268 more disadvantaged students in FY 1987 than in FY 1986. This represents a 2 percent increase in the population served by a federal allocation that was decreased by 7 percent.

There was a decrease from FY 1986 to FY 1987 in the number of disadvantaged students served by secondary vocational education programs. From FY 1986 to FY 1987, 1,775 fewer disadvantaged students were served. This represents a 17 percent decrease in service during a period in which the funds distributed to

secondary vocational education programs and institutions was increased by 26 percent.

Problems for Disadvantaged Persons Residing in Greater Minnesota. Often the economies of smaller communities in Greater Minnesota are inextricably tied to the fates of one or two local industries. Extreme fluctuations in employment rates and training needs can derive from this situation. Also, the relatively small size of these Greater Minnesota populations combined with a federal funds allocation formula that is population-driven leads to inadequate funding for needy populations in the smaller communities.

In FY 1986, each technical institute received an average federal allocation for disadvantaged students of $64,888.12. However, five of the 34 technical institute campuses received a federal allocation that was less than half of this average. All five of these technical institutes are located in rural economically depressed areas. In FY 1986, qualified school districts received an average federal allocation of $10,714.29 for disadvantaged students in secondary vocational programs. Thirty-two percent of the school districts received federal allocations that were less than half of the average allocation, 89 percent of which were located in economically depressed areas (SBVTE 1985). Similar trends can be noted in FY 1987 for secondary and postsecondary vocational education programs for the disadvantaged. The systematic underfunding of some technical institutes and school districts in Greater Minnesota creates serious problems for disadvantaged persons because it limits their access to innovative training programs.

Programs for Adults

Adults have been identified as a special target group to be served by vocational technical education, particularly dislocated workers, displaced homemakers, older workers, and high school dropouts. To assist in meeting the unique needs of these adults, the Act sets aside 12 percent of total funds which amounted to $1,331,622 in FY 1986, including a $70,760 carryover from FY 1985 (SBVTE 1985) and $1,594,722 in FY 1987, including a $160,000 carryover from FY 1986 (SBVTE 1986). These funds are to provide, improve, and expand adult postsecondary vocational technical education services and activities to train and retrain adults.

The Perkins Act outlines six areas for which a state may use these funds, including:

(1) services and activities developed in coordination with the state agency administering Title III (Dislocated Worker Program) of the JTPA;

(2) additional training under Title III of the JTPA;

(3) vocational technical education programs for training or retraining adults, including programs for older individuals and displaced homemakers;

(4) services for adults in other vocational technical education programs, including the costs of instruction and the costs for keeping school facilities open longer than the normally scheduled classroom day;

(5) individuals who have completed or left high school and who are enrolled in organized programs of study for which credit is given toward an associate or other degree, but which are not designed as baccalaureate or higher degree programs; and

(6) individuals who have already entered the labor market or have completed or left high school and who are not described above.

The Perkins Act provides the state with discretionary authority to select from these six areas and to provide programs and services in any one or all of the

six areas in order to address the unique needs of the state. In Minnesota, this portion of the federal allocation is used entirely to purchase new equipment for the instructional programs. The individual technical institutes are given portions of this allocation to update their equipment to meet their individual needs.

Programs for Single Parents/Homemakers

The Act provides 8.5 percent of the basic grant to be used to serve individuals who are single parents/homemakers. These programs, services, and activities may:

(1) provide, subsidize, reimburse, or pay for vocational technical education and training activities, including basic literacy instruction and necessary educational materials that will give single parents or homemakers marketable skills;

(2) make subgrants to eligible recipients for expanding vocational technical education services where this expansion directly increases the eligible recipients' capacity for providing single parents or homemakers with marketable skills;

(3) make subgrants to community-based organizations for the provision of vocational technical education services to single parents or homemakers, if the state determines that a community-based organization has demonstrated effectiveness in providing comparable or related services to single parents or homemakers;

(4) make vocational technical education and training programs more accessible to single parents or homemakers by assisting them with child care or transportation services or by organizing and scheduling programs so that they are more accessible; and

(5) provide information to single parents or homemakers to inform them of vocational technical education programs and related support services.

In Minnesota, available funds are used to assist individuals with the greatest financial need, and special consideration is given to homemakers who because

of divorce, separation, or the death or disability of a spouse must prepare for gainful employment (SBVTE 1985, 1986).

Funding Level and Number of Single Parents/Homemakers Served in FY 1986. In FY 1986, an agreement was reached between the State Board of Education and the Board in which the federal allocation of the single parent and homemaker programs under Title IIA of the Perkins Act were split $265,753 and $350,335 respectively. The funds were then made available on an RFP basis to begin new projects. Projects funded under these regulations were not to be funded for more than three years with targeted federal funds (SBVTE, 1985).

In FY 1986, over 1,500 students at all 34 technical institute campuses were served with single parent/homemaker funds. There were three programs established to serve these students. These programs included Single Parent Child Care Assistance, Expanded Career Choices, and Child Care Planning and Development Grants (SBVTE 1985).

Single Parent/Homemaker Programs in FY 1986. In FY 1986 the Single Parent Child Care Program served 586 students at the 34 technical institute campuses. The purpose of the program is to provide day care services to single parents so they can attend vocational classes. Funds delivered to students are based on attendance; if a day of class was missed, no child care payment for that day was received. Eligibility for the program was based on (1) single parent status, (2) having a dependent under 12 years of age, and (3) income guidelines. Allowance was made for parents of handicapped children by elementary age restrictions. This program served many children and students. Of

the 586 single parents who received child care assistance, almost all of them reported they would not have been able to attend school without child care (SBVTE 1985).

The Expanded Career Choices Program served 927 students at all 34 of the technical institute campuses. The goal of the program is to provide prevocational training for people seeking to enter the work force. Fifty hours of instruction and counseling are provided. Students are recruited actively by brochures, newspapers, and television and radio ads at both local and state levels. Single parents/homemakers desiring career direction are eligible for training (Ibid.).

The Child Care Planning and Development Grants aimed to provide schools with funds to perform needs analyses, feasibility studies, or start-up costs related to implementing day care services. Twenty-seven technical institutes received grants of $2,000 each. Eligibility was determined by each school submitting a proposal for its project. As a result of these grants, six schools started new day care facilities in FY 1986 (Ibid.).

Funding Level and Number of Single Parents/Homemakers Served in FY 1987. In FY 1987, a further agreement was reached between the State Board of Education and the Board in which the federal allocation of the single parent and homemaker programs under title IIA were split $241,220 and $821,032 respectively. The funds were again distributed according to a Request for Proposal (RFP) process requesting new projects. Projects funded under these regulations were not to be funded for more than three years with targeted federal funds (SBVTE 1986).

In FY 1987, over 3,000 students at all 34 technical institute campuses were served with single parent/homemaker funds. The programs included Single Parent Child Care Assistance, Expanded Career Choices, and Child Care Planning and Development Grants (Ibid.).

Single Parent/Homemaker Programs in FY 1987. In FY 1987 the Single Parent Child Care program served 938 students at the 34 technical institute campuses. The purpose of the program and funding patterns were identical to FY 1986. This program served 1,251 children. Of the 938 single parents who received child care assistance, 869 indicated that they would not have been able to attend school without it (SBVTE, 1986).

In FY 1987, the Expanded Career Choices program served 1,083 students at all 34 technical institute campuses. The FY 1987 program mirrored the FY 1986 program (Ibid.).

In FY 1987, the Child Care Planning and Development Grants awarded grants of $2,000 each to 28 technical institutes. As a result of these grants, five schools started new day care facilities (Ibid.).

Federal Allocations for Elimination of Sex-Role Stereotyping. Since elimination of sex-role stereotyping remains a major state and federal policy objective, the Perkins Act provides 3.5 percent of the basic grant to be used for programs and services in this area. In FY 1986, the total budgeted funds for this category totalled $411,070, including a $22,680 carryover from FY 1985 (SBVTE 1985). In FY 1987, the total budgeted funds amounted to $468,461, including a $50,000 carryover from FY 1987 (SBVTE 1986).

Grants for the elimination of sex-role stereotyping are to be used for:

(1) programs, services, and activities to eliminate sex bias and stereotyping in secondary and postsecondary vocational technical education programs;

(2) vocational technical education programs, services, and activities for girls and women age 14 through 25, designed to enable the participants to support themselves and their families; and

(3) support services for individuals participating in vocational technical education programs, services, and activities described above, including dependent care services and transportation.

The Perkins Act also waives the 14 to 25 age limitation if the state determines it is essential to eliminate sex-role stereotyping.

The Perkins Act provides for a full-time sex equity coordinator at the state level who is responsible for:

(1) gathering, analyzing, and disseminating data on the effectiveness of vocational technical education in meeting the education and employment needs of women and the status of men and women students and employees in vocational technical education;

(2) reviewing vocational programs which tend to inhibit the entry of women into high technology occupations and recommending programs and policies to overcome sex bias and sex stereotyping;

(3) submitting an assessment of the state's progress in meeting the purposes of the Act;

(4) reviewing grants, contracts, and policies of the Board to ensure that the needs of females are addressed;

(5) recommending programs of information and outreach for women; and

(6) assisting the vocational technical education delivery system to increase access for women and increasing male and female student enrollment in nontraditional occupations.

The Minnesota vocational education system has persons designated at both the secondary and postsecondary levels to review vocational education programs and

to advise vocational administrators on sex equity policy. Minnesota has developed an Equity in Vocational Education Advisory Committee with members representing secondary and postsecondary vocational education. The committee assesses equity concerns in the vocational system statewide and makes recommendations to both the Board and the State Board of Education regarding identified sex-equity concerns at each level (SBVTE 1985, 1986).

The two boards meet jointly to review recommendations from the committee and propose a plan of action to be implemented at the local level to reduce or eliminate the previously identified equity concerns. The sex equity staff at the local level is responsible for the implementation of these recommendations (Ibid.).

Vocational curricula are reviewed for sex role stereotyping and sex bias, with attention to practices which tend to inhibit the entry of women into high technology occupations. Proposed action on grants, contracts, and the policies of the Board and the State Department of Education are reviewed to ensure that the needs of females are being addressed. Seminars for administrators, instructors, supervisors, counselors, and local vocational equity coordinators in vocational education are conducted annually as part of the Comprehensive Vocational Conference and at numerous other conferences throughout the year. Vocational equity trainees work with Minnesota vocational educators to develop strategies and plans for improving equity in all vocational programs (Ibid.). Finally, each of the 30 technical institutes has established a set of long-range goals and a sex equity plan of action to meet the needs of the technical institute clientele.

Programs for the Incarcerated

The Perkins Act provides 1 percent of the basic grant for serving criminal offenders incarcerated in correctional institutions. In FY 1986, the allocation was $117,449, including a $6,480 carryover from FY 1985 (SBVTE 1985). In FY 1987, the allocation was $149,560, including a $30,000 carryover from FY 1986 (SBVTE 1986). These funds provided vocational technical education services and activities designed to meet the special needs of adult and youth criminal offenders.

The State Plan for Vocational Technical Education views vocational technical education as a way to facilitate a criminal offender's transition back into society. The basic services provided include:

(1) vocational assessment,

(2) prevocational remediation of basic skills (limited English speakers included),

(3) support services for those enrolled in vocational programs, and

(4) employability skills.

A cooperative agreement between the State Board of Education and the Board distributes federal funds between secondary and postsecondary programs to provide services and activities for incarcerated individuals. Secondary funds are transferred to the State Department of Corrections to be used in institutions serving high school-aged students.

Postsecondary funds are distributed through the RFP process and are advertised in the State Register. After the awards process occurs, an annual evaluation is conducted by the members of the Departments of Corrections, and

Education and the Board to determine program effectiveness regarding transition of program completers back into society (SBVTE 1985, 1986).

In FY 1986, services were provided to 90 inmates at two correctional institutions through the Red Wing Technical Institute (SBVTE 1985). In FY 1987, services were provided to 686 inmates at five correctional institutions through four technical institutes (SBVTE 1986). The areas covered were basic skills assessment, prevocational/remediation skills, transition to career, interest testing, and job selling skills.

Goal 2: Improving the Quality of Vocational Technical Education

The second major goal of the Perkins Act is the Vocational Education Improvement, Expansion, and Innovation Program. Known as Title IIB, it represents 43 percent of the basic grant. The purpose of this program is to assist states to expand, improve, modernize, and develop quality vocational technical education programs. The Perkins Act specified 25 programs, services, and activities which can be funded under Title IIB and gives states broad discretionary authority to select those programs, services, and activities that meet their unique needs.

The Board alloted funds from Title IIB in the categories shown below (SBVTE 1985, 1986).

Figure 1.

FY 1985 and FY 1986 Funding Allocations, Title IIB

FY 1986

Part B	Carryover	Allotment	Total Budgeted Funds
State Level Activities	$ 78,000	$1,829,790	$1,907,790
Personnel Development		(732,000)	
Program Improvement/Flexibility	200,640	2,941,856	3,142,496
Research Development		(200,000)	
Total Part B	$278,640	$4,771,646	$5,050,286

FY 1987

Part B	Carryover	Allotment	Total Budgeted Funds
State Level Activities	$120,000	$1,850,000	$1,970,000
Personnel Development	30,000	(750,000)	30,000
Program Improvement/Flexibility	330,000	3,291,087	3,621,087
Research Development	20,000	(200,000)	20,000
Total Part B	$500,000	$5,141,087	$5,641,087

() - Duplicated funds--reflects dollars already identified in a major funding category

The Board uses a number of criteria to assure that its programs are pertinent to the work place, meet new and emerging technologies, and provide the ability to respond to current and projected occupational needs of the state. Each program offered by an individual technical institute is served by a local

program advisory committee comprised of people representing the business and industry training needs which the program content must reflect. The curriculum of each program is reviewed annually by the advisory committee, and recommendations are submitted to the technical institute administrators so that the curriculum can be adjusted to match current industry needs and practices (Ibid.).

Each year the Board in cooperation with the Minnesota Curriculum Services Center, conducts task analyses of five to six individual training programs to provide current task lists necessary to achieve occupational competency in a specific area. Also, the Board reviews all continuous programs to ensure that they meet Board criteria. Among these criteria is employer satisfaction with the quality of the education received by program completers as well as the percentage of completers finding employment in jobs which are closely related to the training received in the program (Ibid.).

Training for New and Emerging Technologies

To meet new and emerging technologies, the Board has a procedure to establish two types of periodic training programs. They are:

(1) a new venture program in which graduates are trained for projected future marketability; and

(2) a quick start program in which vocational technical education responds to the immediate needs of agriculture, business, industry, and labor based on a sudden unforeseen demand for workers (Ibid.).

Criteria for Program Continuance

The Board utilizes a decision matrix to determine whether a training program should be continued. Criteria for the matrix include:

(1) minimum student satisfaction,

(2) minimum employer satisfaction,

(3) minimum completers,

(4) (student) average daily membership/(staff) full-time equivalency ratios, and

(5) 51 percent placement.

If any of these criteria are not met, then the program is placed on monitored status. The state specialists will then help the technical institute to develop a plan of action to eliminate the concerns identified by the matrix. If the program cannot be aided, then the program may be suspended until the program merits reinstatement (Ibid.).

Personnel and Curriculum Development

Personnel and curriculum development is also provided for by federal funds. The services include assessment of needs, contracts with teacher training institutions for workshops, and review of vocational teaching licensure.

Vocational teacher education is designed for all persons in teacher training programs or under contract to provide vocational technical education activities in public secondary or postsecondary vocational institutions or programs. This education is offered through a variety of university credit-bearing

courses and workshops in both teaching skills and technical content. Local schools, professional organizations of vocational educators, teacher educators, and other educational agencies servicing vocational education provide technical and professional updating services to vocational educators in specific technical skills development and general teaching, administrative, outreach, and service areas (Ibid.).

New and Modified Programs

New programs are considered to be programs added to the inventory of active continuous programs within the previous three years. There were ten new programs approved, funded, and implemented for FY 1986, two examples of which are "Cardiac Technician" and "Preparation for Small Business Ownership" (SBVTE 1985). There were ten new programs approved, funded, and implemented for FY 1987, two examples of which are "Business-to-Business Telemarketing" and "Collision and Property Damage Appraisal" (SBVTE 1986).

The Board considers a program to be modified or expanded when:

(1) enrollments have increased sufficiently to warrant the addition of class sections and instructional staff, or

(2) major curriculum modifications warrant the extension of program lengths (e.g., 18 months to 24 months).

Twelve modified programs were approved in FY 1986 (SBVTE 1985), and nine modified programs were approved for FY 1987 (SBVTE 1986).

Goal 3: Promoting Greater Public/Private Sector Cooperation

The third major goal of the Perkins Act is for states to foster greater cooperation between public agencies and the private sector in:

(1) preparing individuals for employment;

(2) promoting the quality of vocational technical education in the state; and

(3) making the vocational system more responsive to the labor market in the state.

The Perkins Act provides no set-aside funding to enable states to pursue this goal, rather it expects the states to use funds from the other Perkins set-asides to foster greater public-private sector cooperation. The Perkins Act authorizes as an allowable expenditure the use of funds for the creation and expansion of programs to train workers in skilled occupations needed to revitalize businesses and industries in the state or community.

Cooperative efforts in Minnesota center around the use of customized training in order to meet the needs of business and industry. In the years previous to the 1986-1987 biennium, over 300 businesses worked with the Board and the local technical institutes in setting up customized training programs (SBVTE 1985). The Board observed "a substantial increase" in customized training during the 1986-1987 biennium but did not provide specific facts about the increase. The Board includes customized training students with the general extension population so that customized training can be tracked accurately.

Goal 4: Improving the Academic Foundation Of Vocational Students

The fourth of the eight major purposes of the Perkins Act is to "improve the academic foundation of vocational students and to aid in the application of newer technologies, including the use of computers, in terms of employment and occupational goals."

The Perkins Act provides no set-aside funding for Goal 4 but intends the states to use funds from other Perkins set-asides to address this purpose of the Act. The Act authorizes the use of funds to conduct special courses designed to teach the fundamentals of mathematics and science through practical applications in vocational or prevocational programs.

The strengthening of academic foundations was stressed at both the secondary and postsecondary levels of vocational technical education in Minnesota during the 1986-1987 biennium. Vocational programs acquired equipment, including high technology equipment, with the 12 percent Perkins allocation Minnesota uses for the purchase of instructional equipment, thus providing students with an opportunity to apply emerging technologies through the use of high technology equipment. Perkins set-aside funds are used at the postsecondary institutions to assist disadvantaged students with remedial reading, writing, and mathematics (SBVTE 1985, 1986).

Goal 5: Providing Programs to Train, Retrain, and Upgrade Workers

The fifth major purpose of the Perkins Act is to provide vocational services to train, retrain, and upgrade employed and unemployed workers in new skills for which there is a demand in Minnesota.

The Perkins Act provides no set-aside funding but intends for the state to use funds from all program allocations to address this purpose. The Act allows expenditures for the improvement and expansion of postsecondary and adult vocational technical education programs and related services for out-of-school youth and adults. Such expenditures may include programs for upgrading skills for (1) employed workers, (2) workers who are unemployed or threatened with unemployment as a result of technological change or dislocation, (3) workers with limited English proficiency, or (4) displaced homemakers and single heads of households. As previously discussed, the Perkins Act also authorized 20.5 percent of the basic grant to provide funds for training and retraining special population groups of adults and single parents/homemakers.

Goal 6: Assisting Economically Depressed Areas to Raise Employment

The State Plans for FY 1986 and FY 1987 stress the necessity of coordinating the efforts of all state agencies involved with employment and economic development in the state. Evidence of such coordination is required for programs participating in JTPA's 8 Percent Fund RFP process discussed in Chapter Two (SBVTE 1985, 1986). The training, retraining, and upgrading of

workers is also addressed through vocational education extension programs for employers and self-employed individuals (Ibid.). The State Plan specifically cites equipment that was purchased to update training program as well as program administration so that more efficient and effective programs could be offered to students.

Goal 7: Developing a Full Range of Support Services

The seventh major goal of the Perkins Act is "to assist the state to utilize a full range of supportive services, special programs, and guidance, counseling, and placement." While this is a stated goal of the Perkins Act, the decision on how to implement services to attain these goals is left to the individual states. Minnesota does not specifically use Title III funds to achieve this goal. Instead, the functions are spread out through all secondary and post-secondary vocational programs.

Secondary Guidance and Counseling. Local school districts are responsible for the provision of guidance and counseling at the secondary level. Licensed counseling staff at each local education agency provide services to all students. All guidance and counseling positions were funded entirely through state and local funding sources; no federal funds were expended for these activities at the secondary level.

Vocational Support Services for Disadvantaged and Persons with Disabilities. A primary goal of the Perkins Act is the expansion of vocational support services for persons with disabilities and disadvantaged students. In Minnesota each eligible recipient of federal funds (either a local education

agency or a technical institute) must annually submit a local application which shall contain the plan of action for program implementation in compliance with the Section 204(a) of the Perkins Act. Their plans of action are formally monitored during the regular five-year evaluation cycle. These plans provide support services for persons with disabilities as well as disadvantaged persons that include:

(1) equal access in recruitment, enrollment, and placement activities;

(2) vocational planning for persons with disabilities that is coordinated among all appropriate representatives of vocational education and special education;

(3) information services provided to all disadvantaged students and students with disabilities and their parents/guardians concerning the opportunities available in vocational technical education no later than the beginning of the ninth grade, together with the requirements for eligibility for enrollment in such vocational programs; and

(4) all other guidance and counseling services offered to all students.

Goal 8: Improving the Effectiveness of Consumer and Homemaker Education

The last of the eight major purposes of the Perkins Act is "to improve the effectiveness of consumer and homemaking education and to reduce the limiting effects of sex-role stereotyping in occupations, job skills, level of competency, and careers."

Under Title IIIB of the Perkins Act, Minnesota received a $483,800 federal allocation for FY 1986 (SBVTE 1985) and a $71,710 allocation for FY 1987 (SBVTE 1986). The Perkins Act outlines three major categories in which these funds may be expended. They are:

(1) direct cost of instruction;

(2) support projects, services, and activities relating to the purposes of the Perkins Act, such as access, improvement, elimination of sex-role stereotyping,

(3) program improvement and support services including curriculum, research, teacher education.

The state is given broad discretionary authority in determining how these funds will be used. The FY 1986 and FY 1987 State Plans state that not less than one-third of the federal funds received in this section will be expended in economically depressed areas of Minnesota for programs designed to assist consumers and to help improve home environments and the quality of family life. These programs include:

(1) instructional programs that prepare youth and adults for the occupation of homemaking; and

(2) instruction in the areas of food and nutrition, consumer education, family living and parent education, child development and guidance, housing, home management, and clothing and textiles (SBVTE, 1985 and 1986).

In FY 1987, a cooperative agreement between the State Board of Education and the Board was reached to distribute federal funds for consumer and homemaker education between secondary and postsecondary extension vocational programs (SBVTE, 1986).

Enrollment figures for consumer and homemaking in secondary and extension vocational programs demonstrate the scope of Minnesota programs implementing Goal 8. It is estimated in the State Plan that 33,288 secondary students and 67,102 vocational extension students completed consumer and homemaking programs in FY 1986 (Ibid.). In FY 1987, 33,617 secondary students, 402 post-secondary students, and 128,406 extension students completed such programs (SBVTE 1987).

A major FY 1987 initiative under Goal 8 were workshops for teachers involved in consumer and homemaking education. Thirteen workshops were held at ten different sites in 1987 with 480 teachers attending. Eight of these workshops were held in economically depressed areas, and 360 of the teachers attending were from these areas. The major theme for the workshops was teaching critical thinking as part of family life education. In addition to the regional workshops, funds were used to develop and field-test curriculum examples for family life and housing which emphasize critical thinking and practical reasoning (SBVTE, 1986).

Summary of Perkins Act Provisions

The Board satisfied all of the provisions and met all of the goals of Perkins Act for the categorical expenditure of federal monies. This is demonstrated in the organization of the annual Minnesota State Plan for Vocational Technical Education that closely mirrors the Perkins Act, as well as in the annual performance reviews that tabulate the outcomes of these plans.

It is necessary when discussing the strengths and weaknesses of the vocational technical education system in Minnesota assisted by the Perkins Act to point out the federal-state partnership that was created by the Act to deliver vocational services. The federal government has broad national goals for vocational technical education, and it uses financial incentives as well as legal mandates to influence states to pursue these goals. At the same time, the federal government encourages the state to pursue problems that are specific to its student population, workforce, and economy. The positive outcomes

in Minnesota of the Perkins legislation are usually a product of a healthy federal and state fiscal partnership that provides financial support for the strong local delivery of vocational services. The inadequacies are usually a product of Perkins Act goals that are insufficiently supported by federal funds.

CHAPTER TWO

THE JOB TRAINING PARTNERSHIP ACT OF 1982

The Job Training Partnership Act (JTPA) was initiated in October, 1983. It is the last of ten block grants prepared by President Reagan as a part of his "New Federalism," which assigns to states and localities, rather than to the federal government, the responsibility for administering federally funded programs, including job training. JTPA contains many references to the role of the state in overseeing the development of training activities and the implementation process at the local level (National Commission for Employment Policy 1987, 1). This gives states license to develop programs that meet the specific economic and private sector needs of both the state as a whole and at local levels known as Service Delivery Areas (SDAs).

JTPA has one major purpose:

> to establish programs to prepare youth and unskilled adults for entry into the labor force and to afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment, who are in special need of such training to obtain productive employment.

The most important premise of JTPA is the importance of job training leadership from the private sector. JTPA assumes that local business representa-

tives not only understand better than public officials what kinds of job training are most likely to be required in their own communities, but that they will also bring to the programs a concern for efficiency and performance often found lacking under the Comprehensive Employment Training Act (CETA) and other earlier job training programs. The Reagan administration reasoned that improper performance and low efficiency undermined public confidence in the role of the federal government in providing employment and training to the poor and unemployed (Ibid.). A second, equally important, guiding principle of JTPA programs is the emphasis placed on input from private business in partnership with local and state elected officials. Private Industry Councils (PICs), which exist in all SDAs nationwide, must be chaired by business persons. Furthermore, local business leaders make up the majority of PIC membership. At the state level, private business representatives constitute one-third of the membership of State Job Training Coordinating Councils, the chairs of which cannot be a government employees (Ibid.).

JTPA emphasizes a concern for "bottom line" performance. This Act stipulates that program funds must be treated as investments in human capital from which a profit shall be realized and not as expenditures that yield no measurable return. To calculate the actual return on the public investment, the Act further specifies that program success be determined by measuring the increased employment and earnings and reduced welfare dependency of participants. These performance standards are established by the Secretary of Labor and accepted or modified by the individual governors (Ibid., 2).

Unlike CETA, its immediate predecessor, JTPA does not require unemployment as a condition of enrollment. Up to 10 percent of the participants in all

programs in an SDA may be persons who are not economically disadvantaged as long as they have experienced barriers to employment. Persons experiencing such barriers might include the limited English proficient, displaced homemakers, high school dropouts, teen parents, persons with disabilities, older workers, veterans, criminal offenders, and substance abusers (Ibid., 53). JTPA recognizes that even though these populations may not have directly experienced economic hardship, they are at-risk groups that have a higher chance of becoming dependent on public assistance. Framers of JTPA saw the need to get these populations, along with those already experiencing financial hardship, into steady, long-term occupations. However, in the JTPA spirit of state and local control, states have the flexibility to allocate all JTPA funds to programs for the economically disadvantaged.

Minnesota received a $40,834,851 federal grant in Program Year (PY 1985) and a $36,382,960 federal grant in PY 1986 to administer all JTPA programs (Department of Jobs and Training 1986, 1987). Turn to Appendix B for a graphic depiction of JTPA allocations for FY 1985 and 1986. This federal grant is made to the Governor, who is the primary administrator of the funds. The Governor consults with the Governor's Job Training Council (GJTC) on JTPA funding recommendations. The GJTC has 20 members, comprising representatives from business and industry, the Legislature, state agencies, local governments, the labor movement, community-based organizations, and local education organizations. The Minnesota Department of Jobs and Training is the state administrative entity for Job Training for the Disadvantaged (Title IIA), Summer Youth Programs (Title IIB), and Dislocated Worker Programs. (Title III). The Department of Jobs and Training allocates funds to the PICs that oversee the local delivery of job training programs in Minnesota's SDAs.

In PY 85, 12 SDAs throughout Minnesota implemented JTPA policies established by the GJTC. In PY 86, a realignment of the SDAs occurred as a result of the 1985 Minnesota Omnibus Jobs Bill. This bill established local service units to administer jobs and training programs, thereby increasing the number of SDAs from 12 to 17. It was hoped that this would allow for an expanded local role in advising on and implementing regional job training programs.

JTPA Programs Impacting the Vocational Technical Education Delivery System

Even though not all JTPA programs specifically use vocational institutions to assist recipients with training, most JTPA programs use some form of vocational technical education or related support service. In this chapter JTPA programs impacting the vocational delivery system are explained and discussed.

Basic Program (Title IIA)

The majority of JTPA recipients are served through the basic program which provides job training and placement to both adults and youth who meet certain low income guidelines. Some of the services these recipients may receive are:

(1) assessment and career counseling;

(2) on-the-job training;

(3) classroom training at a variety of educational institutions;

(4) job search assistance and placement;

(5) basic skills education;

(6) work experience; and

(7) support services, including child care and transportation.

Basic Program for PY 1985. From July 1, 1985, through June 30, 1986, 24,125 people were enrolled in basic grant programs. Of those enrolled, 10,810 people found jobs. Others left the program to pursue other vocational training or higher education or to enter the military. Still others continued in their JTPA training through the close of the program year. The average hourly wage of those who found employment was $5.09. The total cost of providing services through the basic program for PY 1986 was $21,714,660, including funds carried over from the previous year (Department of Jobs and Training 1986).

Basic Program for PY 1986. From July 1, 1986, through June 30, 1987, 14,609 adults over age 21 and 6,545 youths aged 14 to 21 enrolled in basic grant programs. Of those enrolled, 7,359 adults and 3,058 youths found jobs. Others left the program to pursue other vocational training or higher education or to join the military. Still others continued their JTPA training through the close of the program year. The average hourly wage of adults over age 21 who found employment was $5.56, while youths averaged hourly wages of $4.46. The entire cost of providing basic services programs for PY 1986 was $20,031,816, including funds carried over from the previous year (Department of Jobs and Training 1987).

Summer Youth Programs (Title IIB)

Minnesota's Summer Youth Programs offer youths a variety of employment and educational opportunities. These range from career exploration and training to remedial education. The combination of these services provides a comprehensive program that serves both disadvantaged and nondisadvantaged youth.

Summer Youth Program for PY 1985. JTPA's Summer Youth Program for PY 1985 (May 1, 1986, through September 30, 1986) provided 10,587 young Minnesotans aged 14 to 21 with basic skills training, work experience, and income. The cost of the program for PY 1985 was $11,690,992. The program provided youths with many employment opportunities while stressing the importance of returning to school in the fall. The Summer Youth Employment and Training Program is closely coordinated with the Minnesota Youth Program and the Minnesota Youth Conservation Corps. The Minnesota Youth Conservation Corps, which is administered by the Minnesota Department of Natural Resources, employs approximately 100 youths in conservation jobs. In PY 1986, 41 of these youths were JTPA recipients (Department of Jobs and Training 1986).

Summer Youth Program for PY 1986. JTPA's Summer Youth Employment and Training Program for PY 1986 (May 1, 1987, through September 30, 1987), provided 7,681 young Minnesotans, ages 14 to 21, with basic skills training, work experience, and income. The cost of the program for 1987 totaled $8,621,657. The percentage of participation of Black, Hispanic, Native American, and Asian young people in the summer program significantly exceeded their incidence in the JTPA eligible population. Again in PY 1986, the Summer Youth Employment and Training Program was closely coordinated with the Minnesota Youth Program and

the Minnesota Youth Conservation Corps. Minnesota Youth Programs served 2,686 young persons, 68 percent of whom were economically disadvantaged. The Minnesota Conservation Corps, administered by the Department of Natural Resources, employed 60 participants, including 47 whose wages were provided through JTPA or the Minnesota Youth Program (Department of Jobs and Training 1987).

Dislocated Workers (Title III)

JTPA's Dislocated Workers Program helps people who have lost their jobs in a business or plant closing and who, because of technological changes, are unlikely to return to work in their previous occupations. Projects are proposed to the GJTC by PICs, businesses, organized labor, local government, and community-based organizations.

Dislocated Worker Programs for PY 1985. There were 5,608 participants in the JTPA dislocated worker programs for PY 85. From this population, 3,098 participants terminated from the program. Of those that terminated, 2,200 found employment. This is a total employment rate (the number employed divided by number of those that terminated) of 71 percent, which is 11 percentage points higher than the 60 percent goal set. The average hourly wage of those that entered employment was $7.56, which is $2.56 more than the $5.00 goal set. The total cost for the JTPA dislocated worker program for PY 85 was $4,136,538, and these funds were distributed through 46 projects established through a Request for Proposal (RFP) process (Department of Jobs and Training 1986).

Discretionary Grants for PY 1985. Up to 25 percent of the total dislocated worker funds appropriated by Congress can be set aside to be disbursed by the U.S. Secretary of Labor and awarded on a competitive, case-by-case basis for special training projects for dislocated workers across the nation. In PY 85, Minnesota received $1,889,551 from this fund to train 980 dislocated workers (Ibid.).

Dislocated Worker Program for PY 1986. There were 6,856 participants in the JTPA dislocated worker program for PY 86. From this population, 4,554 participants terminated from the program. Of those that terminated, 2,681 found employment. This is a total employment rate of 58.8 percent. The average hourly wage for those that entered employment was $7.72. The total cost for the JTPA dislocated worker program for PY 86 was $3,780,141, and these funds were distributed through 40 projects established through an RFP process (Department of Jobs and Training 1987).

Discretionary Grants for PY 86. In PY 1986, Minnesota supplemented the formula funding by successfully competing for five discretionary grants. These grants amounted to $1,616,000 and provided training for an additional 1,300 workers (Ibid.).

Statistical Tracking Improvement for Dislocated Worker Programs. In an era of high underemployment rates and an economy that is shifting from an industrial base to a service base, it is important in dislocated worker programs to compare the employment wages and benefits workers receive after dislocation with wages and benefits received at their previous jobs. Such statistics help characterize the change in job quality and quality of life a worker

experienced because of dislocation. If there is a significant reduction in wage and benefits, then workers may need assistance in adjusting to these new levels. Even though the Department of Jobs and Training did not track these statistics in PY 85 and PY 86, it has begun to track them in PY 88.

Eight Percent Education Coordination Funds for PY 1985 and PY 1986

JTPA funds set aside for educational services such as basic skills education and customized training are administered cooperatively by the Minnesota Department of Jobs and Training and the State Board of Vocational Technical Education. SDAs work cooperatively with high schools, technical institutes, or colleges to develop and implement programs to provide vocational training services to participants. One of the primary criteria to receive funding is that the program encourages cooperation among a variety of educational and employment training providers.

In PY 1985, 2,236 Minnesotans received jobs and training services that were financed by $1,874,687 in federal funds and an additional $2,450,810 in matching state grants (Department of Jobs and Training 1986). In PY 1986, 1,776 Minnesotans received jobs and training services that were financed by $1,451,449 in federal funds and an additional $2,215,212 in matching state grants (Department of Jobs and Training 1987). These individuals include persons with disabilities, displaced homemakers, single parents, minorities, youth, people who have been in trouble with the law, those recovering from chemical dependency, and people who are receiving public assistance.

Older Worker Programs for PY 1985 and PY 1986

In this program, Minnesotans aged 55 or over prepare for and are placed in full- or part-time jobs in the private sector. Older worker projects are allocated on an RFP basis and are funded for calendar years which run January 1 through December 31.

In calendar year 1985, 565 older persons were enrolled in older worker projects, and 202 of these persons were placed in private sector jobs at a total cost of $351,000 (Department of Jobs and Training, 1986). In calendar year 1986, 636 older persons were enrolled in older worker projects, and 312 persons were placed in private sector jobs at a total cost of $696,500 (Ibid.).

Summary

The GJTC, along with the Department of Jobs and Training, satisfied all of the mandates of JTPA. Each of the categories had placement rates and wages that were above the national average. Furthermore, the programs were designed to meet the needs of the populations they were serving. Prime examples of this were dislocated worker programs that responded quickly to plant closings and were tailored to meet the educational and occupational needs of the workers losing their jobs.

The PICs and SDAs had license to determine the services that were provided to those in need of job training as well as the agencies used to provide these services. This is consistent with the spirit of JTPA which was written with the belief that private industry and state and local governments are best able to understand and address their own job training needs.

CHAPTER THREE

COORDINATION BETWEEN VOCATIONAL EDUCATION AND JTPA

This third and final phase of this evaluation is to determine the effectiveness and adequacy of the coordination that took place between JTPA and vocational technical education during FY 1986 and FY 1987. These relationships are intertwined with a whole host of other social service agencies. This chapter will describe some of the coordination activities that occurred.

Board Coordination Responsibilities

The Perkins Act charges the State Board of Vocational Technical Education to pursue specific coordination efforts between vocational technical education and JTPA. The Board should:

(1) adopt procedures it considers necessary to implement state-level coordination with the Governor's Job Training Council (GJTC) to encourage cooperation in the conduct of their respective programs;

(2) make available to the GJTC a listing of all vocational programs assisted by the Act;

(3) describe methods proposed for joint planning and coordination of programs carried out under the Act with programs carried out under JTPA; and

(4) require local recipients of Perkins funds to describe the coordination with relevant local JTPA programs in order to avoid duplication of services, with such descriptions to be made available for review and comment by all interested parties, including the appropriate JTPA administrative entities.

Coordination Activities

The actions outlined below were taken by the Board and the GJTC to accomplish their coordination responsibilities.

Figure 2

Joint Coordination Activities of the State Board of Vocational Technical Education and the Governor's Job Training Council

State Board of Vocational Technical Education

The State Plan for Vocational Technical Education outlined the following priorities for coordinating efforts with JTPA. (SBVTE 1986,1987):

(1) joint planning and coordination of programs at the local and state level;

(2) strengthening the coordination between the Board and the GJTC;

(3) administering the 8 percent education coordination funds in cooperation with the State Job Training Office and the GJTC; and

(4) requiring attendance by a Board representative at the monthly meetings of the Directors' Partnership Association (made up of the 17 SDA Directors).

Governor's Job Training Council

JTPA mandates that the GJTC carry out specific responsibilities relating to coordinating efforts with vocational education. These include:

(1) identifying, in coordination with the appropriate state agencies, the employment and training and vocational technical education needs throughout the state and assessing the extent to which employment and training, vocational technical education, rehabilitation services, public assistance, economic development, and other federal, state, and local programs and services represent a consistent integrated, and coordinated approach to meeting such needs; and

(2) commenting at least annually on the steps taken by the Board to ensure the effectiveness of programs assisted under this Act in meeting the needs identified in the State Plan for Vocational Technical Education.

The State Job Training Office of the Department of Jobs and Training, which is the administrative entity of the GJTC, has established an interagency planning team which consists of representatives of several state agencies, including the Board. The purpose of this planning team is to increase the knowledge of the planning process by the various agencies and to recommend actions that will result in more effective joint planning among the agencies.

Review and Comment on State Plan for Vocational Technical Education

The GJTC also reviews and comments on the Board's annual Plan for vocational technical education. The Board considers and responds to these comments and incorporates them into the appendix of the Plan. Many useful developments can evolve from this procedure. Three examples are given below:

(1) The Board established an Equity Committee in FY 1987 in response to the GJTC's FY 1986 suggestion. Furthermore, the Board began monitoring gender distribution in vocational programs, including individual technical institute goals; equity training for staff; and improved special placement services for persons seeking employment nontraditional to their gender. Some female workers, such as those from farm families or from mining communities, experienced job dislocation or training deficiencies as did men. However, these women were often overlooked by JTPA programs that predominantly targeted male employment problems. The new Equity Committee addresses these crucial equity issues.

(2) The positive movement by the Board to address the problems of special needs populations, including interagency agreements addressing referral and recruitment of special populations, and the preparation of individualized education plans (IEPs) represent significant improvements. These agreements are a result of suggestions made in the FY 1986 review and comment of the State Plan by the GJTC.

(3) The submission of placement/retention information about technical institute graduates to the State Job Training Office has come about in response to the FY 1986 GJTC's request in its review and comment of the State Plan (SBVTE 1985, 1986).

Eight Percent Education Coordination Funds

By law, eight percent of the state's JTPA grant for adult and youth programs is set aside specifically and exclusively for education and job training coordination. Since JTPA's inception, state education coordination funds have been administered by the Board in cooperation with the State Job Training Office of the Department of Jobs and Training. Exemplary programs that provide quality services to clients and that encourage and facilitate coordination between educational job training agencies have been funded out of 20 percent of the total eight percent funding. These funds are distributed through a competitive RFP process to programs that provide services to people with special needs. Special needs organizations and community groups are encouraged to join with the SDAs and education agencies in submitting proposals. Sixty percent of eight percent funds are allocated by formula to the 17 SDAs and PICs. In Minnesota, the Governor has indicated that all of the participants under this component must be public assistance recipients (SBVTE 1987).

A wide range of employment and training services are available to persons utilizing these programs including: (1) intake, (2) orientation and assessment, (3) basic skills education, (4) occupational skill training, (5) classroom training, (6) job development and counseling, (7) job-seeking/keeping skills, (8) on-the-job training, and (9) job placement services. In at least 80 percent of the cases, clients are intended to receive more than one of these services, and most will attend a campus of the Minnesota Technical Institute System (SBVTE 1987).

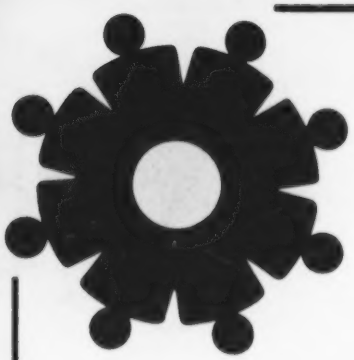
The eight percent education coordination funds are administered under the direction of the GJTC in conjunction with the State Job Training Office. Monthly planning meetings are held between the Board and the State Job Training Office to review all project activities. Monthly monitoring of programs and financial reports are jointly conducted by the State Job Training Office and the Board. On-site visits are also performed by both. The Board prepares an annual report for further review of the programs by the State Job Training Office (SBVTE 1987).

Other Coordination Activities

The primary mode of direct support of vocational technical education made by JTPA agencies was tuition, books, and supplies for qualified students in ongoing vocational programs. This support occurred in both FY 1986 and FY 1987. In addition, in FY 1986 JTPA was involved in a number of extension and customized training programs, including truck driving instruction for dislocated workers at Southwestern Technical Institute - Canby, an adult literacy program at Red Wing Technical Institute, and administrative training for small business owners at Pine Technical Institute. Also, custom training programs for economically disadvantaged individuals involving the use of high technology were funded at Hibbing Technical Institute.

Summary

The enhancement of coordination is an ongoing process that is as necessary as it can be elusive. It requires mutual efforts and clear communication. Responses to the questionnaire that is the subject of the next chapter indicate that a good level of communication exists among vocational technical education and job training service providers. The systems appear to mutually suport and supplement each other. With all relationships, mutual trust is a crucial ingredient. Trust must be continually reinforced and strengthened in order to develop, administer, and evaluate sound, efficient job training and vocational technical education programs.



CHAPTER FOUR

RESEARCH FINDINGS

The first three chapters of this evaluation of Perkins-JTPA coordination in Minnesota described the separate and combined accomplishments of vocational technical education and job training organizations funded by the Perkins Act and/or JTPA in the 1986 and 1987 bienniums. The present chapter focuses on the success of Perkins-JTPA coordination as experienced by some of the individuals most closely involved with Perkins-JTPA implementation in Minnesota: the directors of technical institute campuses, the chairs of Private Industry Councils (PICs), and the administrators of Service Delivery Areas (SDAs)

Separate but similar multiple choice and short answer questionnaires were devised for each group in order to reflect the different statutory responsibilities of technical institutes, PICs, and SDAs in the Perkins-JTPA coordination process. All 34 directors of technical institute campuses and all 17 SDA administrators returned their questionnaires, as did 13 of the 17 PIC chairs. An unusually high 94 percent of the population receiving questionnaires returned the survey. One of the reasons for such a strong response may

be that many of the directors, chairs, and administrators were informally contacted during the questionnaire drafting stage. Some respondents also had the opportunity to react formally to the contents and phrasing of the first draft of the questionnaire.

The questionnaires for each of the three groups of respondents posed questions about the four major themes which emerged from the research review, review of Perkins Act, JTPA guidelines, state plans and reports about the implementation of Perkins and JTPA in Minnesota, and conversations with state and local vocational educators and job trainers described in the Introduction. The four themes upon which the questionnaire focused were:

(1) the nature and quality of coordination between job training service providers and vocational technical education service providers;

(2) the nature and extent of joint planning between the two sectors;

(3) the nature of the appropriate education backgrounds and skills needed by workers; and

(4) the nature and range of services provided to and needed by special populations.

Theme 1: The Nature and Quality of Perkins-JTPA Coordination

A group of questions on each of the three questionnaires centered on the coordination between job training service providers and vocational technical education providers. These questions were designed to discover the general health of service coordination as well as determine the fit or lack of fit among the perceptions of the technical institute directors, PIC chairs, and SDA administrators.

PIC Chairs

The PIC chairs gave an overwhelmingly favorable assessment of the vocational technical education services offered to students and workers in their respective Service Delivery Areas. (See Table 1 in Appendix A.) Of the 13 PIC chairs who responded to the questionnaire, 12 (92 percent) agreed that vocational technical education is teaching students the most important skills they need to know to be successful workers, that vocational technical education produces the types of employees needed in their SDAs, and that vocational technical education is a valuable resource in assisting the PIC with its JTPA goals and requirements.

The PIC chairs seem to share a strong belief that Perkins-JTPA coordination is a goal to be striven towards. All the PIC chairs agreed that interagency cooperation is a fundamental way to stretch JTPA funds. In sum, 12 of the 13 (92 percent) PIC chair respondents described program coordination as excellent or very good.

The PIC respondents also commented favorably on other aspects of coordination with vocational technical education. In fact, 12 of the 13 PICs (92 percent) had members from vocational technical education on their councils. While the PIC chairs gave a variety of answers when asked what fostered Perkins-JTPA healthy coordination, the most frequent reply was communication. Furthermore, when asked what causes less-than-desirable coordination, their most frequent response was lack of communication. Twelve of the 13 PIC chairs (92 percent) stated they had made contractual agreements with vocational educators resulting in specific programs, courses, or activities serving clients. Ten

of the 13 PIC chairs (77 percent) stated that they attended regular meetings with vocational educators for the purpose of joint planning and/or regular consultation. None of the PIC chairs responded that no communication occurs. From the PIC point of view, at least, a healthy atmosphere of communication and coordination exists between vocational technical education and job training service providers.

SDA Administrators

The SDA administrators also replied favorably to questions relating to coordination between job training and vocational technical education service providers. (See Table 2 in Appendix A.) Overall, however, their replies were not as favorable as the PIC chairs. For example, there were no negative responses by the responding PIC chairs to questions concerning specific program coordination or the receptiveness of vocational technical education to job training. In comparison, four of the 17 SDA administrators (24 percent) reported displeasure with some of the vocational policies. However, the SDA respondents "mostly agreed" that vocational programs reflect JTPA needs.

SDA administrators had some slight disagreement on other statements concerning the relationship of vocational technical education service providers to job training service providers; but overall, the responses were favorable. Fourteen of the 17 SDA administrators (82 percent) strongly or mostly agreed that technical institutes are receptive to employment and training programs suggested by the SDA. Fifteen of the 17 SDA administrators (88 percent) agreed or mostly agreed that the PICs and SDAs use vocational education

resources as much as they can. Twelve of 16 SDA administrators (75 percent) believe that vocational technical education should design more programs to meet the needs of JTPA clients.

Technical Institute Directors

The responses of the technical institute directors to the questions regarding coordination were overwhelmingly favorable. (See Table 3 in Appendix A.) Thirty-three of the 34 technical institute directors (97 percent) agreed that vocational technical education has a constructive influence on JTPA programs. The same number replied that they and their staffs are regularly in touch with their local PIC chair and/or SDA administrator.

Even though the technical institute directors described healthy interaction with JTPA programs and service providers, they believed that this relationship could and should be improved. For example, 32 of the 34 technical institute directors (94 percent) believed that vocational education could have a more constructive influence on the initiation of JTPA programs, and 33 of the 34 technical institute directors (97 percent) believed that vocational education should have a more constructive influence on the implementation of JTPA programs. These responses imply that the technical institute directors are interested in expanding partnerhips with JTPA service providers. These partnerships would include both program design and implementation. This integrated partnership in all phases of programs would provide access to the combined resources of each sector as well as increase the awareness within and among each sector as to program needs, operations, failures, and successes.

Theme 2: The Nature and Extent of Perkins-JTPA Joint Planning

The PIC chairs, SDA administrators, and technical institute directors were all asked the same question regarding the frequency of joint planning between the PIC and vocational institutions. (See Table 4 in Appendix A.) There was a wide discrepancy in the answers received. Eight of the 13 responding PIC chairs (62 percent) said that joint planning occurred regularly. Only three of the 17 SDA administrators (18 percent) replied that joint planning occurred regularly. Since the PIC is ostensibly the policy branch of state-level JTPA service provision, and the SDA administers the programs agreed upon by the PIC, the discrepancy in their perception of the amount of joint planning that occurs is noteworthy. It may imply that joint planning is more of a theoretical goal rather than one that is actually attained. When the technical institute directors were polled about the frequency of joint planning, 16 out of 34 (47 percent) replied that it occurred regularly. This seems to indicate the majority of the technical institute directors are not involved in regular joint planning with JTPA service providers.

Some joint planning did occur on a program-by-program basis. Seven of the remaining 14 SDA administrators (50 percent) said that they used this form of joint planning, and six of the remaining 18 technical institute directors (33 percent) also said they were engaged in this form of joint planning. While this describes a more positive climate for joint planning, it still does not describe a climate of fully integrated planning.

Theme 3: Appropriate Education and Skills Needed by Workers

In order to understand the adequacy and effectiveness of the coordination between JTPA and vocational technical education, each of the service providers was asked different but related questions on the issues relating to the types of skills and education that a worker needs to achieve success in the labor market.

PIC Chairs

When asked the most important skills a worker needs to know, the 13 PIC chairs who responded to the survey ranked as the top four:

(1) reading skills,

(2) communication skills (a combination of verbal and written abilities),

(3) job seeking and job keeping skills, and

(4) problem solving and reasoning skills.

All of these skills received high rankings. (See Table 5 in Appendix A.) This implies that the PIC chairs rank these four skills as equally important. Interpersonal skills, mathematical skills, and writing skills were ranked in that order after the top four skills.

When questioned if vocational technical education is teaching students the most important skills they need to know to be successful workers, 12 of the 13 responding PIC chairs (92 percent) mostly or strongly agreed. This implies that the PIC chairs do view vocational institutions as capable of assisting them with worker training which is the primary goal of JTPA.

SDA Administrators

When the 17 SDA administrators were asked to rank the three most important types of training a JTPA recipient should recieve, they placed basic skills, vocational education/training, and job seeking skills as the three top skills. (See Table 6 in Appendix A.) This implies the SDA administrators have similar views to those of the PIC chairs on the most important type of training a worker needs.

Another question posed to the SDA administrators asked them to describe which institutions they use to provide remedial education. Secondary schools were ranked first with technical institutes ranked close behind. An inference that can be made from the answer to these two questions is that the SDA administrators see vocational institutions as an important resource in providing a full range of educational services in combination with traditional program training.

Technical Institute Directors

The questions relating to education/worker skills that were posed to the technical institute directors revolved around remedial education. (See Table 7 in Appendix A.) Thirty-two of the 34 technical institute directors (94 percent) mostly or strongly agreed that the need for remedial education has changed over the last five years, and 24 of the directors mostly or strongly agreed that JTPA clients require more remedial education than other vocational students. Since remedial education is integrally linked with improving basic skills, it can be inferred that the technical institute directors have views similar to the other respondents on the types of skills that a worker needs.

Theme 4: The Nature and Range of Services Provided to and Needed by Special Populations

Eleven of the 13 responding PIC chairs (85 percent) and 14 of the 17 SDA administrators (82 percent) mostly or strongly agreed that the PIC's primary goal is the reduction of welfare recipients. (See Tables 8 and 9 in Appendix A.)

Welfare recipients often require support services to facilitate their transition into work and/or education. Twenty-nine of the 32 technical institute directors (85 percent) mostly or strongly agreed that they have sufficient resources to offer the necessary support services to JTPA clients. (See Table 10 in Appendix A.) This indicates that vocational technical education can provide both education and support services to assist the PICs in helping welfare recipients become prepared to enter long-term employment.

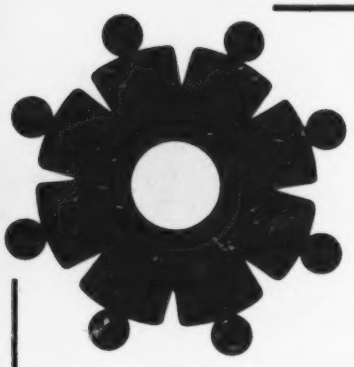
Summary

This survey portion of the study was based on a questionnaire administered to 13 of 17 Private Industry Council (PIC) chairs, all 17 Service Delivery Area (SDA) administrators, and all 34 technical institute directors. The response rate for the survey was 94 percent, which is unusually high and also crucial when surveying a small population since only one or two differing answers can dramatically alter the survey results. The questionnaire covered a variety of topics related to vocational technical education and job training. The four major themes upon which the survey focused were: (1) the nature and quality of coordination between job training service providers and vocational technical education service providers, (2) the nature and extent of joint planning

between the two sectors, (3) the nature of the appropriate education and skills needed by workers, and (4) the nature and range of services provided to and needed by special populations.

Survey respondents were also asked several other questions about placement, modernization of programs, the burdensomeness of JTPA paperwork, and so forth. Responses to these questions are reported in Tables 11 through 15 in Appendix A.

The Perkins-JTPA evaluation project revealed that both the Board and GJTC have satisfied their federal responsibilities in administering their respective Acts. This is evident through each organization's yearly reports that summarize their accomplishments and how they relate to federal mandates. It is also indicated by the general soundness of the vocational education and job training delivery systems in Minnesota.



CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

The intent of this research was to fulfill the Perkins Act mandate to the State Council on Vocational Technical Education to evaluate at least every two years the program delivery systems assisted under the Perkins Act and JTPA in terms of their adequacy and effectiveness in achieving the purposes of the two Acts as well as the adequacy and effectiveness of of the coordination between the two Acts. This chapter includes a summary, conclusions, and recommendations based in this study.

Conclusions

It is clear from the report that both vocational technical education and job training in Minnesota are healthy. Both sectors have exceeded most federal standards while serving the clients most in need of assistance. The State Board for Vocational Technical Education has satisfied the eight specific purposes of the Perkins Act that are outlined in Chapter One of this report. Along with this, the Board developed innovative program strategies that helped students develop skills and competencies that would allow them to remain flexible in the dynamic workplace.

The Minnesota Department of Jobs and Training along with the PICs and SDAs also fulfilled all of the requirements of JTPA and on many levels exceeded these requirements. Along with this, the Department of Jobs and Training developed programs that responded to specific needs in Minnesota such as the training needs of workers dislocated from employment as a result of regional plant closings. The PICs worked in the spirit of private and local involvement in employment and economic development issues.

The two sectors also made strides towards enhancing the coordination between each other's service providers. This is evident in both programs and perceptions. The following conclusions can be made from the report.

(1) There is service coordination occurring between vocational technical education and job training.

(2) Service coordination is perceived by both sectors as being important both in serving all client groups and in maximizing resource usage.

(3) Each sector believes that service coordination could be enhanced.

(4) There is joint planning that occurs between the PICs, SDAs, and vocational technical education institutions.

(5) Each has different views on the actual amount of joint planning that occurs.

(6) The PIC chairs, SDA administrators, and technical institute directors have similar views on the types of training and education that workers need to obtain employment.

(7) The PIC chairs, SDA administrators, and technical institute directors agree that workers need strong basic skills in order to obtain and keep employment in a dynamic job market.

Recommendations

The State Council of Vocational Technical Education made two recommendations as a result of this study:

Recommendation One: The State Council on Vocational Technical Education recommends that all job trainers and vocational educators work cooperatively to increase formal joint planning activities to ensure further programmatic coordination between these two sectors.

Rationale: In a Council-administered questionnaire, the PIC chairs, SDA administrators, and technical institute directors were all asked about the frequency of coordination between the PIC and vocational institutions. There was a wide discrepancy in the answers received. Eight of the 13 responding PIC chairs (62 percent) said that joint planning occurred regularly, while only three of the 17 SDA administrators (18 percent) and 16 out of 34 technical institute directors (47 percent) replied that joint planning occurred regularly. While many of the remaining PIC, SDA, and technical institute respondents replied that planning occurs on a program-by-program basis, the questionnaire responses do not show much incidence of formalized joint planning.

Joint planning is useful both as a process that increases each sector's awareness of the other's strengths and services as well as one that allows for the formal articulation of programmatic goals. Implementing the Council's recommendations will help to create programs that are sensitive to state and local job training and vocational needs. By increasing the likelihood of resource

coordination, joint planning will also help to reduce costly duplication of programs and other expenditures.

One of the primary outcomes of the process of joint planning is increased communication among those involved in the activity. Planning is an intense activity that delves deeply into the issues being discussed. This process will assist job training and vocational education service providers in becoming aware of each other's missions, legislative mandates, and client obligations.

An annual meeting of the Governor's Job Training Council, the State Board of Vocational Technical Education, and the State Council on Vocational Technical Education that discusses issues surrounding vocational technical education and JTPA plans would provide a strong central example that would encourage local service providers to develop and/or enhance joint planning activities. This meeting would facilitate communication between each service provider that will provide state level leadership on joint planning.

Recommendation Two: The State Council on Vocational Technical Education recommends that the technical institutes appoint representatives of Private Industry Councils and Service Delivery Areas to serve on their general and program advisory committees.

Rationale: Several questions in the Council-administered questionnaires asked the PIC chairs, SDA administrators, and technical institute directors how well vocational education programs reflect the needs of JTPA clients. While the majority of PIC chairs and SDA administrators used vocational education institutions to assist them with their job training programs, many believed

that these institutions should design more programs to reflect JTPA needs. At the same time, many technical institute directors believed they could and should have a more constructive influence on the implementation of JTPA programs. This demonstrates that each service provider wants to have more input on the other's programs. The program advisory committee is an existing structure that would involve job training service providers directly with vocational curriculum review. It would also give vocational educators a chance to influence the education programs used by JTPA service providers.

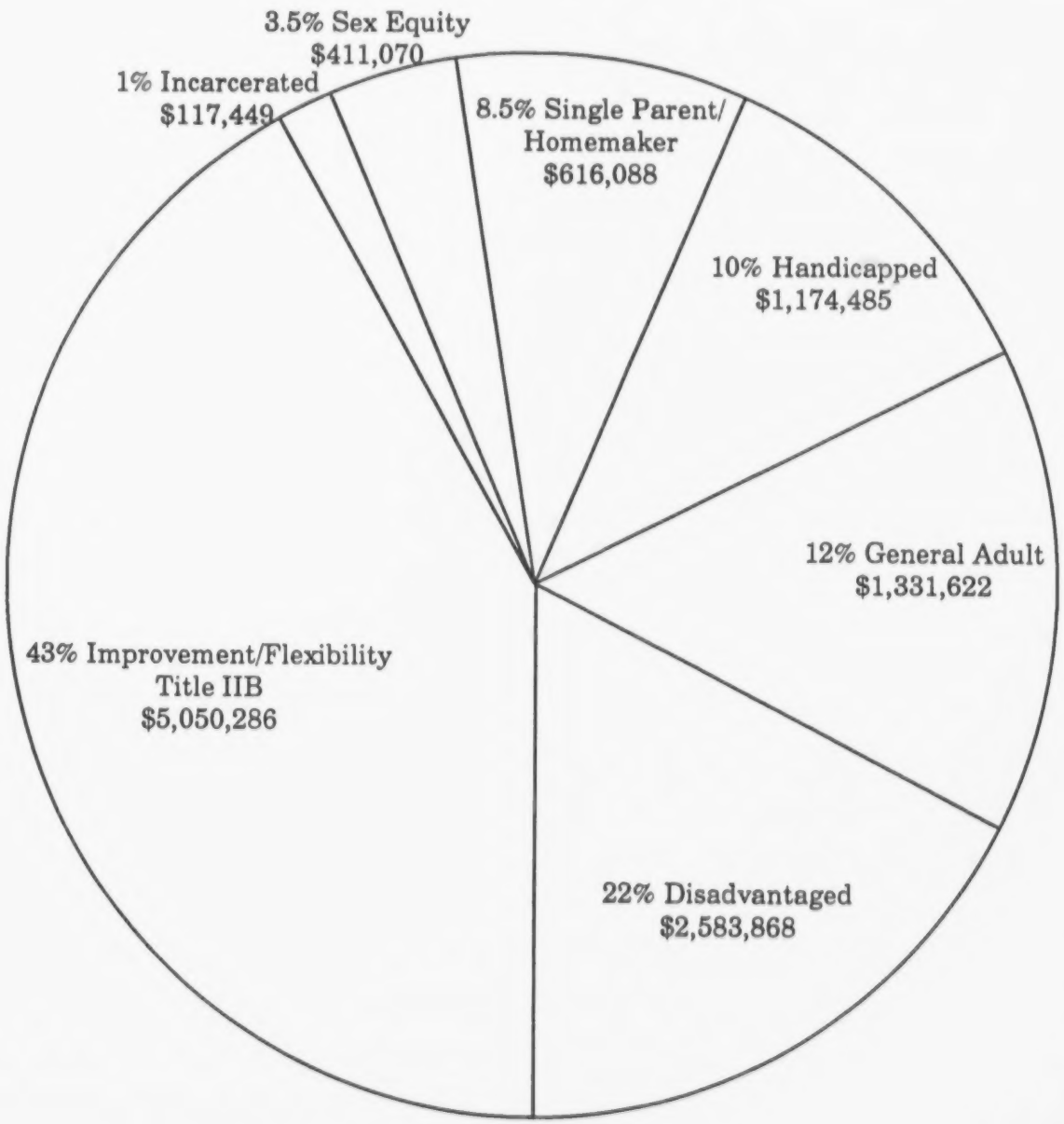
Program advisory committees are pivotal to obtaining the advice of job training service providers on the curriculum to meet current and future labor market needs. Further, these committees may also serve as a conduit of information to employers and employees about new and emerging technological advancements that affect their enterprises.

Increased involvement by the PICs and SDAs on vocational advisory program committees will also provide more information for the PICs on the operation of vocational technical education. The representatives of PICs and SDAs on these advisory committees can take information back to their colleagues. This further facilitates communication that is the cornerstone of coordination.

APPENDIX A

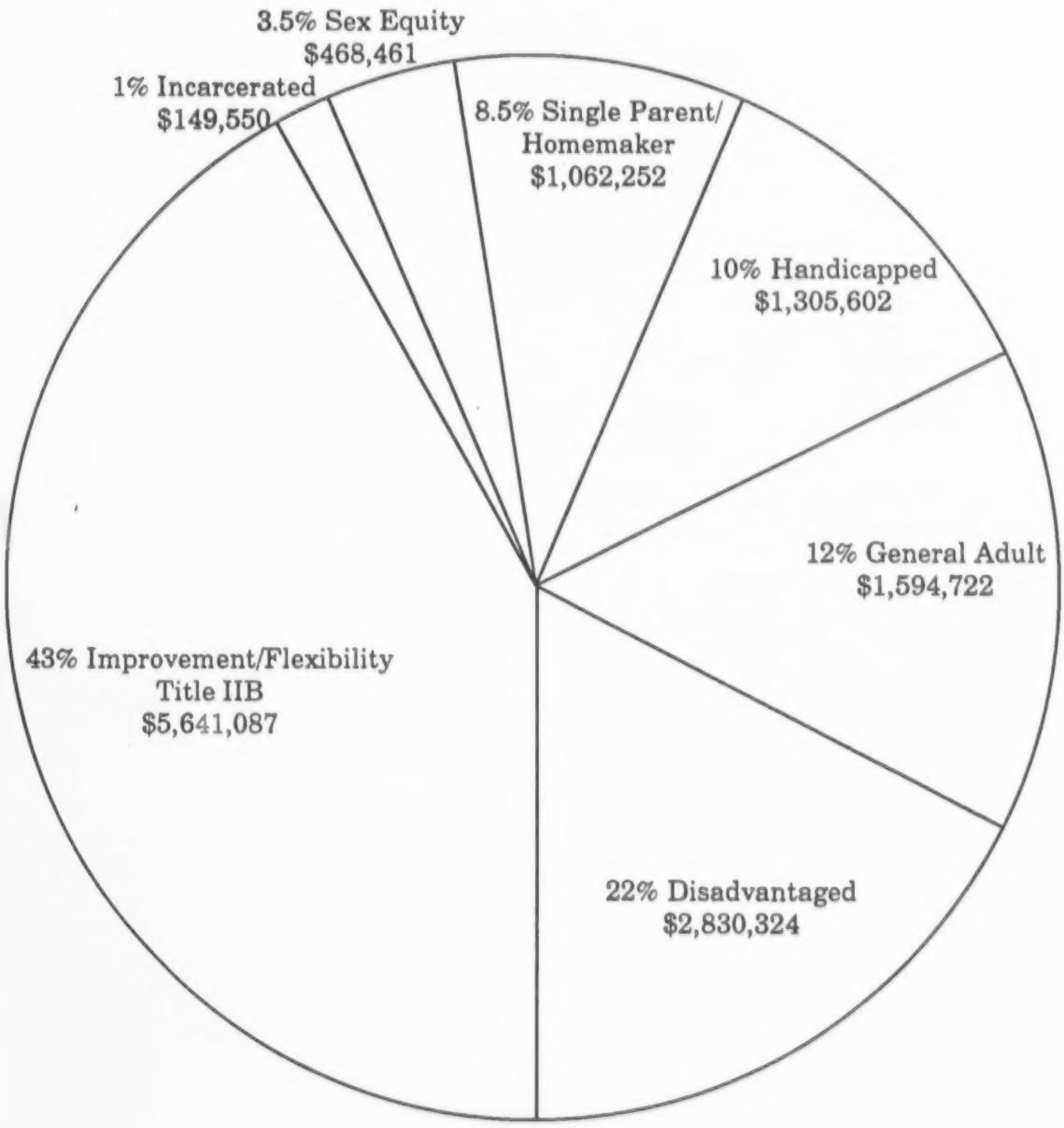
GRAPHIC DEPICTION OF PERKINS ALLOCATIONS
FOR FY 1986 AND 1987

FY1986 Title II
Budgeted Perkins Funds



Total Budgeted Funds for FY1986 — $11,284,868

FY1987 Title II
Budgeted Perkins Funds

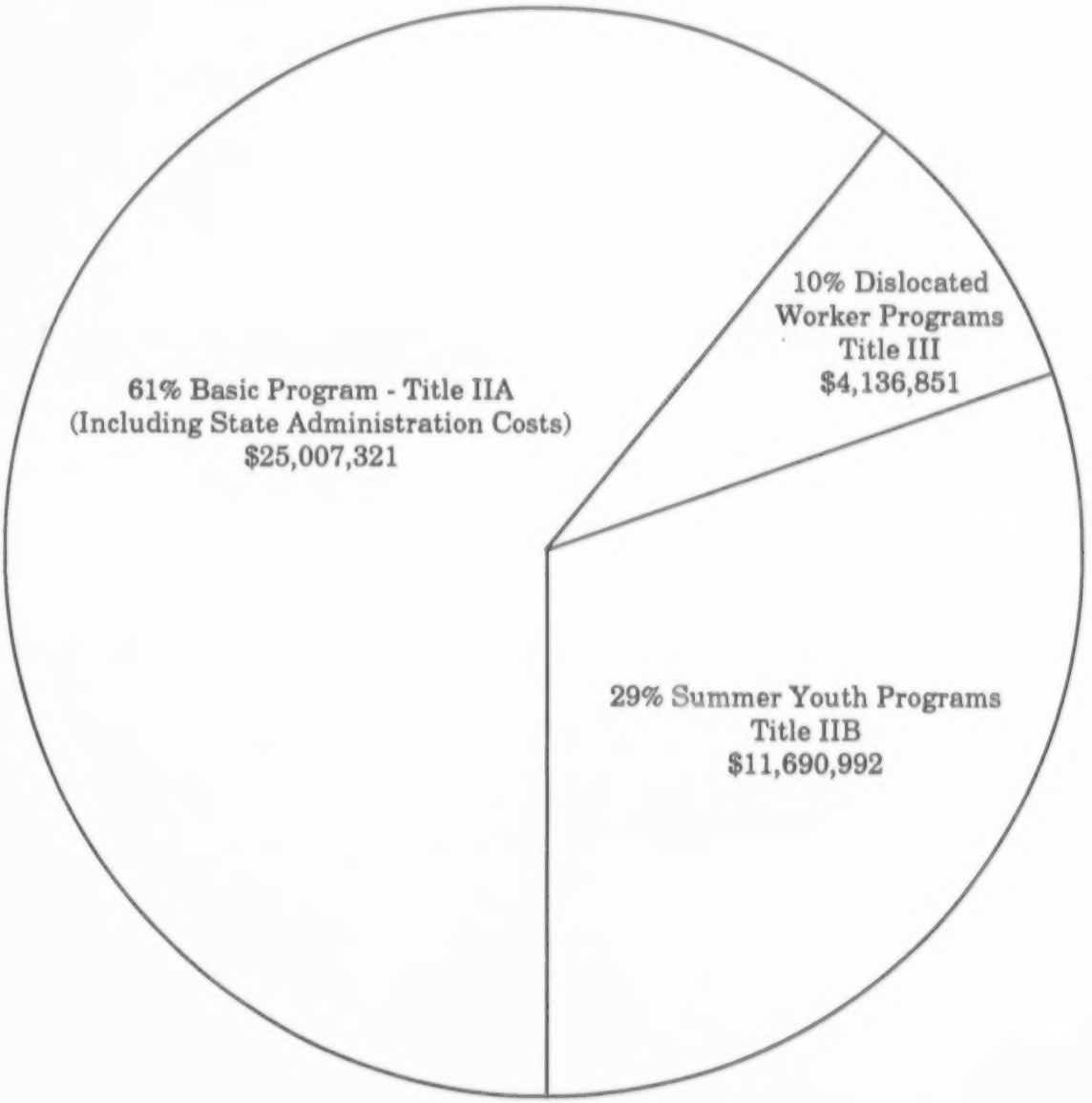


Total Budgeted Funds for FY1986 — $13,051,998

APPENDIX B

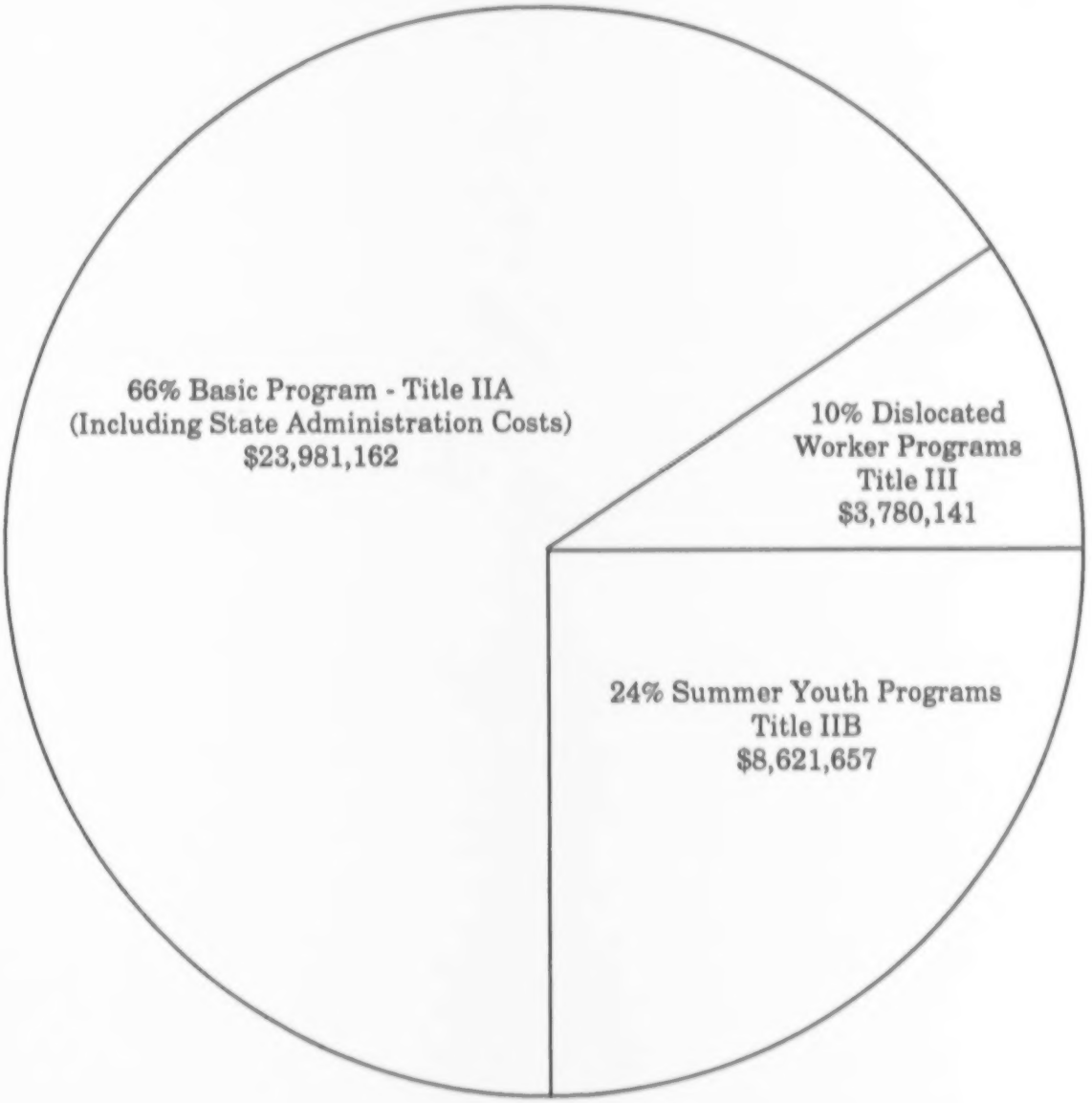
GRAPHIC DEPICTION OF PERKINS ALLOCATIONS
FOR PY 1985 AND PY 1986

PY1985 Budgeted JTPA Funds



Total Budgeted Funds for FY1985 — $40,834,851

PY1986 Budgeted JTPA Funds



Total Budgeted Funds for FY1986 — $36,382,960

APPENDIX C

TABLES 1 - 15

TABLE 1

Responses to Coordination Issues by PIC Chairs

1988

(n=13; percentages rounded)

	Often	Sometimes	Hardly Ever	Never
1. My PIC recommends new programs to the technical institute(s) in my SDA.	31	54	15	0

	Strongly Agree	Mostly Agree	Mostly Disagree	Strongly Disagree
2. I have reasonably familiarized myself with the Carl D. Perkins Vocational Education Act.	8	62	31	0
3. Vocational education produces the types of employees needed in my SDA.	23	77	0	0
4. I believe that interagency cooperation is a fundamental way to stretch JTPA funds.	62	39	0	0
5. Planning is a necessary function to make sure that training funds are well spent.	92	8	0	0
6. Vocational education is a valuable resource in assisting the PIC with its JTPA goals and requirements.	69	31	0	0

	Excellent	Very Good	Satisfactory	Less than Satisfactory	Non-Existent
7. I would describe program coordination between the PIC and technical institute as:	46	46	8	0	0

TABLE 1 (continued)

	Yes	No
8. There are members of the vocational education community on my PIC.	92	8
9. There are PIC members on vocational education advisory committees.	62	39

10. The most important factor contributing to coordination between JTPA programs and vocational education is: (most frequent answers)

	%
Regular communication	39
Vocational education personnel on PIC	15

11. What causes less-than-desirable coordination? (most frequent answers)

	%
No communication	30
Lack of funds	15

12. Place a check next to the types of communication that occur between your PIC and the technical institutes in your SDA (check all that apply).

	%
Contractual agreements on the formal coordination of activities resulting in specific programs, courses, or activities that serve clients.	92
Informal exchange of information, general communications such as client referral and client follow-up.	100
Regular meetings for the purpose of joint planning and/or regular consultation.	77
Staff members of vocational technical institutes on PIC.	77
No communication occurs.	0

TABLE 2

Responses to Coordination Issues by SDA Administrators

1988

(n=17; percentages rounded)

	Strongly Agree	Mostly Agree	Mostly Disagree	Strongly Disagree
1. Vocational programs reflect JTPA needs.	6	71	24	0
2. Vocational education should design more programs to meet the needs of JTPA clients (n=16).	50	25	25	0
3. The PIC and SDA administrators use vocational education resources as much as they could.	47	41	12	0
4. Vocational education institutions are receptive to employment and training programs suggested by my SDA.	29	53	18	0
5. Employment training has the same primary goals as vocational education.	12	77	12	0

TABLE 3

Responses to Coordination Issues by Technical Institute Directors

1988

(n=34; percentages rounded)

	Strongly Agree	Mostly Agree	Mostly Disagree	Strongly Disagree
1. Vocational education has a constructive influence on the implementation of JTPA programs.	65	32	3	0
2. Vocational education could have more constructive influence on the initiation of JTPA programs.	44	50	6	0
3. Vocational education should have more constructive influence on the implementation of JTPA programs.	41	56	3	0
4. My staff and I are regularly in touch with the PIC and/or SDA administrator.	50	44	3	0

TABLE 3 (continued)

Percents Responding to Questions Pertaining to Support Services

	Strongly Agree	Mostly Agree	Mostly Disagree	Strongly Disagree
(1) I have sufficient resources to offer the necessary support services to JTPA clients.	19	56	9	6
(2) JTPA students require more support services than other vocational education students.	15	68	15	3
(3) The technical institute regularly consults with social service agencies to maintain support for JTPA clients.	50	44	6	0

(4) What are the three most important support services that a JTPA student receives?

		%
Most important	Counseling (Personal/Career)	30
Second most important	Financial Aid (Child care, books, etc.)	25
Third most important	Support Groups	9

Percents Responding to Questions Pertaining to Remedial Education

	Strongly Agree	Mostly Agree	Mostly Disagree	Strongly Disagree
(1) JTPA clients require more remedial education than other vocational education students.	6	65	27	2
(2) The need for remedial education has changes over the last five years.	38	56	6	0

(3) List the three types of remedial education most needed by current JTPA students.

		%
Most needed	Math Skills	31
Second most needed	Reading Skills	21
Third most needed	Communication Skills	19

TABLE 3 (Continued)

Percents Responding to Questions Pertaining to Placement

	Strongly Agree	Mostly Agree	Mostly Disagree	Strongly Disagree
(1) JTPA clients have a greater need for formal placement services than other students on the whole.	15	53	27	6

	Yes	No
(2) Does your technical institute provide special placement programs for JTPA clients?	56	44

Percents Responding to Questions Pertaining to Coordination

	Strongly Agree	Mostly Agree	Mostly Disagree	Strongly Disagree
(1) Vocational education has a constructive influence on the implementation of JTPA programs.	65	32	3	0
(2) Vocational education could have more constructive influence on the initiation of JTPA programs.	44	50	6	0
(3) Vocational education should have more constructive influence on the implementation of JTPA programs.	41	56	3	0
(4) My staff and I are regularly in touch with the PIC and/or Service Delivery Area (SDA) administrator.	50	44	3	0

	Regularly	Sometimes	On a Program-by Program Basis	Never
(5) Joint planning between the technical institute and the Private Industry Council (PIC)	47	32	18	3

TABLE 3 (Continued)

Other Question Replies

(1) List the most important methods that you use to keep your programs current with industry needs and standards.

		%
Most important method	Program Advisory Committee	33
Second most important method	Industry Contacts/Workshops	31
Third most important method	Staff Development	21

(2) If you could, in what areas would you expand your JTPA activities?

		%
Most replied	Career Assessment	32
Second most replied	Increased Funds for Classroom Training	22
Third most replied	Increased Industry Contacts	10

TABLE 4

Responses to Joint Planning Issues by PIC Chairs, SDA Administrators, and Technical Institute Directors

1988

(percentages rounded)

	Regularly	Sometimes	On a Program-by-Program Basis	Never
PIC Chairs (n=13)	62	31	8	0
SDA Administrators (n=17)	18	35	41	6
TI Directors (n=34)	47	32	18	3

TABLE 5

Responses to Education/Worker Skills Issues by PIC Chairs

1988

(n=13; percentages rounded)

1. Based on the listing below, use numbers 1 through 7 to rank in order of importance, with 1 being the most important, the skills that a worker needs to know (ranked in order determined by responses).

Mean Score	Ranking	
3.0	1	Reading skills
3.2	2	Communication skills
3.2	3	Job seeking and job keeping skills
3.3	4	Problem solving and reasoning skills
4.4	5	Interpersonal skills
4.8	6	Mathematical skills
5.1	7	Writing skills

	Strongly Agree	Mostly Agree	Mostly Disagree	Strongly Disagree
2. Vocational education is teaching students the most important skills they need to know to be successful workers.	23	69	8	0

TABLE 6

Responses to Education/Worker Skills Issues by SDA Administrators

1988

(n=13; percentages rounded)

	Strongly Agree	Mostly Agree	Mostly Disagree	Strongly Disagree
1. In my SDA, remedial education assists me with making JTPA recipients qualified for employment.	44	44	13	0

	Technical Institutes	Community Colleges	Secondary Schools	Area Learning Centers	Specialized Providers
2. The SDA administrator uses remedial education services most often at: (circle all that apply)	25	7	32	14	21

3. What are the three most important types of training a JTPA recipient should receive?

		Mean Score
Most important	- Basic skills	1.6
Second most important	- Vocational education/training	1.7
Third most important	- Job seeking skills	2.6

TABLE 7

Responses to Education/Worker Skills Issues
by Technical Institute Directors

1988

(n=34; percentages rounded)

	Strongly Agree	Mostly Agree	Mostly Disagree	Strongly Disagree
1. JTPA clients require more remedial education than other vocational education students.	6	65	27	2
2. The need for remedial education has changed over the last five years.	38	56	6	0

3. List the three types of remedial education most needed by current JTPA students.

		%
Most needed	- Math skills	30
Second most needed	- Reading skills	25
Third most needed	- Communication skills	9

TABLE 8

Responses to Special Populations Issues by PIC Directors

1988

(n=13; percentages rounded)

	Strongly Agree	Mostly Agree	Mostly Disagree	Strongly Disagree
1. Secondary vocational education provides necessary assistance for Summer Youth Programs (n=12).	25	33	33	8
2. My PIC's primary goal is the reduction of welfare recipients.	23	62	8	8
3. The PIC's job is to reduce the number of welfare recipients in the SDA.	39	46	15	0

4. The single most important group my PIC serves is:

	%
- Single female head of household on AFDC	31
- Public assistance recipients	23
- Disadvantaged youth	23

TABLE 9

Responses to Special Populations Issues by SDA Administrators

1988

(n=17; percentages rounded)

	Strongly Agree	Mostly Agree	Mostly Disagree	Strongly Disagree
1. The primary goal of JTPA programs is to reduce the number of welfare recipients in my SDA.	18	65	18	0
2. Vocational education institutions assist my SDA in reducing the number of welfare recipients in my region.	6	82	12	0

3. What are the three most important groups of JTPA recipients in your area?

		Mean Score
Most important	- Public Assistance Recipients	1.2
Second most important	- Youth	2.1
Third most important	- Dislocated Workers	2.6

TABLE 10

Responses to Special Populations Issues by Technical Institute Directors

1988

(n=34; percentages rounded)

	Strongly Agree	Mostly Agree	Mostly Disagree	Strongly Disagree
1. I have sufficient resources to offer the necessary support services to JTPA clients.	29	56	9	6
2. JTPA students require more support services than other vocational education students.	15	68	15	3
3. The technical institute regularly consults with social services agencies to maintain support for JTPA clients.	50	44	6	0

4. What are the three most important support services that a JTPA student receives?

		%
Most important	- Counseling (Personal/Career)	30.2
Second most important	- Financial aid (Childcare, books, etc.)	25.0
Third most important	- Support groups	9.4

TABLE 11

Responses to Placement Issues by SDA Administrators

1988

(n=17; percentages rounded)

Percents Responding to Questions Pertaining to the Establishment of JTPA Training and Placement Needs

	Strongly Agree	Mostly Agree	Mostly Disagree	Strongly Disagree
1. State legislative initiatives assist me in establishing my JTPA training and placement needs.	12	71	12	6
2. Local government initiatives assist me in establishing my JTPA training and placement needs.	6	71	18	6
3. Local industry assists me in establishing my JTPA training and placement needs.	24	59	18	0
4. Vocational education assists me in establishing my JTPA training and placement needs.	6	65	30	0

TABLE 12

Responses to Placement Issues by Technical Institute Directors

1988

(n=34; percentages rounded)

	Strongly Agree	Mostly Agree	Mostly Disagree	Strongly Disagree
1. JTPA clients have a greater need for formal placement services than other students on the whole.	15	53	27	6

	Yes	No
2. Does your technical institute provide special placement services for JTPA clients?	56	44

TABLE 13

PIC Chairs: Responses to Other Questions

1988

(n=13; percentages rounded)

	Strongly Agree	Mostly Agree	Mostly Disagree	Strongly Disagree
1. The paperwork requirements of JTPA are too burdensome and request duplicate information.	31	46	23	0

	In Title IIA Programs	In Title IIB Programs	In Title III Programs
2. The PIC conducts follow-up procedures to verify long-term employment (at least 90 days: circle all that apply).	100	46	54

	All the Time	Usually	Some of the Time	Never
3. A new member on the PIC is given an orientation session so that he or she can be come familiar with the local job training needs and requirements of JTPA.	46	39	15	0

TABLE 14

SDA Administrators: Responses to Other Questions

1988

(n=17; percentages rounded)

	Strongly Agree	Mostly Agree	Mostly Disagree	Strongly Disagree
1. Do you believe that JTPA creates a defined role for the PIC, the SDA administrator and vocational education?	12	77	12	0
2. There have been major administrative changes in my SDA since JTPA replaced CETA.	47	29	18	6

TABLE 15

Technical Institute Directors: Responses to Other Questions

1988

(n=34; percentages rounded)

1. List the most important methods that you use to keep your programs current with industry needs and standards.

		%
Most important method	- Program advisory committees	33
Second most important method	- Industry contacts/workshops	31
Third most important method	- Staff development	21

2. If you could, in what areas would you expand your JTPA activities?

		%
Highest response	- Career Assessment	32
Second highest response	- Increased funds for classroom training	22
Third highest response	- Increased industry contacts	10

APPENDIX D

QUESTIONNAIRE

State Council on Vocational Technical Education

STATE OF MINNESOTA

Perkins-JTPA Evaluation Questionnaire: PIC Chairs

Instructions: The State Council on Vocational Technical Education is required by the Carl D. Perkins Vocational Act to evaluate the coordination of programs funded through the Perkins Act and the Job Training Partnership Act. The Council is surveying these persons who play a key role in administrating one or both of these Acts. As the chair of a Private Industry Council, (PIC), your opinions are important to the Council in conducting this evaluation. For this reason, the Council requests that you complete and return this questionnaire by Friday, July 22, 1988. A reply envelope is enclosed for your use. Thank you!

1. Based on the listing below, use numbers 1 through 7 to rank in order of importance, with one being the most important, the skills that a worker needs to know.

   ___ Mathematics Skills

   ___ Reading Skills

   ___ Writing Skills

   ___ Communication Skills

   ___ Job Seeking and Job Keeping Skills

   ___ Interpersonal Skills

   ___ Problem Solving and Reasoning Skills

2. Vocational education is teaching students the most important skills they need to know to be successful workers. (Circle one.)

   a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

3. Vocational education produces the types of employees needed by industry in my Service Delivery Area (SDA). (Circle one.)

   a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

4. My PIC recommends new programs to the technical institute(s) in my SDA: (Circle one.)

   a. Often b. Sometimes c. Hardly ever d. Never

5. Vocational education is a valuable resource in assisting the PIC with its JTPA goals and requirements. (Circle one.)

   a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

612/296-4202
407 Gallery Building, 17 West Exchange Street
Saint Paul, Minnesota 55102

An equal opportunity/affirmative action agency.

6. I have reasonably familiarized myself with the Carl D. Perkins Vocational Education Act. (Circle one.)

a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

7. I would describe the program coordination between the PIC and technical institutes as: (Circle one.)

a. Excellent b. Very good c. Satisfactory

d. Less than satisfactory e. Non-existent

8. The most important factor contributing to coordination between JTPA programs and vocational education is:

_____

_____.

9. What causes less-than-desirable coordination?

_____

_____.

10. Place a check next to the types of communication that occur between your PIC and the technical institutes in your SDA. (Check all that apply.)

___ Contractual agreements on the formal coordination of activities resulting in specific programs, courses or activities that serve clients.

___ Informal exchange of information, general communications such as client referral and client follow-up.

___ Regular meetings for the purpose of joint planning and/or regular consultation.

___ Staff member of vocational technical institute on PIC.

___ No communication occurs.

11. Joint planning between the PIC and vocational education institutions in my SDA occurs: (Circle one.)

a. Regularly b. Sometimes c. On a program-by-program basis

d. We have never conducted joint planning with vocational education.

12. Planning is a necessary function to make sure that training funds are well spent: (Circle one.)

a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

13. There are members of the vocational education community on my PIC. (Circle one.)

    a. Yes b. No

14. There are PIC members on vocational education advisory committees. (Circle one.)

    a. Yes b. No

15. I believe interagency cooperation is a fundamental way to stretch JTPA funds. (Circle one.)

    a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

16. Secondary vocational education provides necessary assistance for summer youth programs. (Circle one.)

    a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

17. The single most important group of people my PIC serves is:

    _____.

18. My PIC's primary goal is the reduction of welfare recipients: (Circle one.)

    a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

19. The PIC's job is to reduce the number of welfare recipients in the SDA. (Circle one).

    a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

20. The PIC conducts follow-up procedures to verify long term employment (at least 90 days). (Circle all that apply.)

    a. In Title IIA programs b. In Title IIB programs c. In Title III programs

21. The paperwork requirements of JTPA are too burdensome and request duplicate information. (Circle one.)

    a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

22. A new member on the PIC is given an orientation session so that he or she can become familiar with local job training needs and the requirements of the JTPA. (Circle one.)

    a. All the time b. Usually c. Some of the time d. Never

Please use the following space to tell us anything else about JTPA Programs that you think is important.

Please return by July 22, 1988 to the State Council on Vocational Technical Education, 407 Gallery Building, 17 West Exchange Street, St. Paul, Minnesota 55102. If there are any questions regarding the survey, phone 612/296-4202. Thank you!

LGC:mjs 7/6/88

State Council on Vocational Technical Education

STATE OF MINNESOTA

Perkins-JTPA Evaluation Questionnaire: SDA Administrators

Instructions: The State Council on Vocational Technical Education is required by the Carl D. Perkins Vocational Act to evaluate the coordination of programs funded through the Perkins Act and the Job Training Partnership Act. The Council is surveying these persons who play a key role in administrating one or both of these Acts. As the administrator of a Service Delivery Area, (SDA), your opinions are important to the Council in conducting this evaluation. For this reason, the Council requests that you complete and return this questionnaire by Friday, July 22, 1988. A reply envelope is enclosed for your use. Thank you!

1. State legislative initiatives assist me in establishing my JTPA training and placement needs. (Circle one.)

   a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

2. Local government initiatives assist me in establishing my JTPA training and placement needs. (Circle one.)

   a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

3. Local industry assists me in establishing my JTPA training and placement needs. (Circle one.)

   a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

4. Vocational education assists me in establishing my JTPA training and placement needs (Circle one.)

   a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

5. The primary goal of JTPA programs is to reduce the number of welfare recipients in my SDA. (Circle one.)

   a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

6. Vocational educational institutions assist my SDA in reducing the number of welfare recipients in my region. (Circle one.)

   a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

7. What are the three most important groups of JTPA recipients in your area?

   Most important _____.

   Second most important _____.

   Third most important _____.

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8. What are three most important types of training a JTPA recipient should receive?

   Most important _____.

   Second most important _____.

   Third most important _____.

9. Employment training has the same primary goals as vocational education. (Circle one).

   a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

10. Do you believe that the JTPA creates a defined role for the PIC, the SDA administration and vocational education? (Circle one.)

    a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

11. Vocational programs reflect JTPA needs. (Circle one.)

    a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

12. Vocational education should design more programs to meet the needs of JTPA clients. (Circle one.)

    a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

13. The PIC and SDA administration use vocational education resources as much as they could. (Circle one.)

    a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

14. Vocational education institutions are receptive to employment training programs suggested by my SDA. (Circle one.)

    a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

15. In my SDA, remedial education assists me with making JTPA recipients qualified for employment. (Circle one.)

    a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

16. The SDA administration uses remedial educational services most often at: (Circle all that apply.)

    a. Technical Institutes b. Community Colleges c. Secondary Schools

    d. Area learning centers e. Specialized providers like: _____.

17. Joint planning between the Private Industry Council (PIC) and vocational education institutions occurs: (Circle one.)

a. Regularly b. Sometimes c. On a program-by-program basis

d. We have never conducted joint planning with vocational education

18. There have been major administrative changes in my SDA since JTPA replaced CETA. (Circle one).

a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

Please use the following space to tell us anything else about JTPA Programs that you think is important.

Please return by July 22, 1988 to the State Council on Vocational Technical Education, 407 Gallery Building, 17 West Exchange Street, St. Paul, Minnesota 55102. If there are any questions regarding the survey, phone 612/296-4202. Thank you!

LGC:mja 7/6/88

State Council on Vocational Technical Education

STATE OF MINNESOTA

Perkins-JTPA Evaluation Questionnaire: Technical Institute Directors

Instructions: The State Council on Vocational Technical Education is required by the Carl D. Perkins Vocational Act to evaluate the coordination of programs funded through the Perkins Act and the Job Training Partnership Act. The Council is surveying these persons who play a key role in administrating one or both of these Acts. As the director of a technical institute, your opinions are important to the Council in conducting this evaluation. For this reason, the Council requests that you complete and return this questionnaire by Friday, June 22, 1988. A reply envelope is enclosed for your use. Thank you!

1. List the three most important methods that you use to keep your programs current with industry needs and standards.

   Most important method _____.

   Second most important _____.

   Third most important _____.

2. I have sufficient resources to offer the necessary support services to JTPA clients. (Circle one.)

   a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

3. If you could, in what areas would you expand your JTPA activities?

   _____

   _____

   _____

4. What are the three most important support services that a JTPA student receives?

   Most important _____.

   Second most important _____.

   Third most important _____.

5. JTPA clients require more support services than other vocational education students. (Circle one.)

   a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

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6. The technical institute regularly consults with social service agencies to maintain support for JTPA clients. (Circle one.)

   a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

7. Joint planning between the technical institute and the Private Industry Council (PIC) occurs: (Circle one.)

   a. Regularly b. Sometimes c. On a program-by-program basis

   d. This technical institute has never conducted joint planning with the PIC

8. JTPA clients require more remedial education than other vocational education students. (Circle one.)

   a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

9. The need for remedial education has changed over the last 5 years.

   a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

10. List the three types of remedial education most needed by current JTPA students.

    Most needed _____.

    Second most needed _____.

    Third most needed _____.

11. JTPA clients have a greater need for formal placement services than other students on the whole. (Circle one.)

    a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

12. Does your technical institute provide special placement programs for JTPA clients? (Circle one.)

    a. Yes b. No

13. Vocational education has a constructive influence on the implementation of JTPA programs. (Circle one.)

    a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

14. Vocational education could have more constructive influence on the initiation of JTPA programs. (Circle one.)

    a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

15. Vocational education should have more influence on the implementation of JTPA programs. (Circle one.)

    a. Strongly agree b. Mostly agree c. Mostly disagree d. Strongly disagree

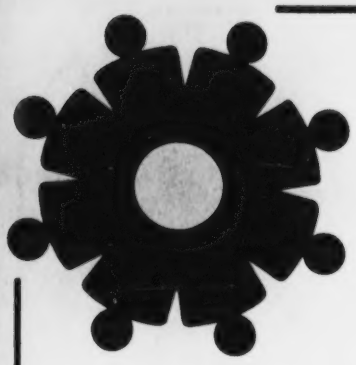
16. My staff and I are regularly in touch with the PIC and/or Service Delivery Area (SDA) administrator. (Circle one.)

    a. Strongly agree b. Mostly agree c. Strongly disagree d. Mostly disagree

Please use the following space to tell us anything else about JTPA Programs that you think is important.

Please return by July 22, 1988 to the State Council on Vocational Technical Education, 407 Gallery Building, 17 West Exchange Street, St. Paul, Minnesota 55102. If there are any questions regarding the survey, phone 612/296-4202. Thank you!

LGC:mjs 7/6/88



APPENDIX E

ACRONYMS

ACRONYMS

The following is a list of acronyms that were used in this report

1. CETA - Comprehensive Employment and Training Act
2. FY - Fiscal Year
3. IEP - Individual Education Plan
4. GJTC - Governor's Job Training Council
5. JTPA - Job Training Partnership Act of 1982
6. PATHS - Priority Access to Human Services.
7. Perkins Act - Carl D. Perkins Vocational Education Act of 1984
8. PIC - Private Industry Council
9. PY - Program Year
10. RFP - Request for Proposal
11. the Board - State Board of Vocational Technical Education
12. SDA - Service Delivery Area

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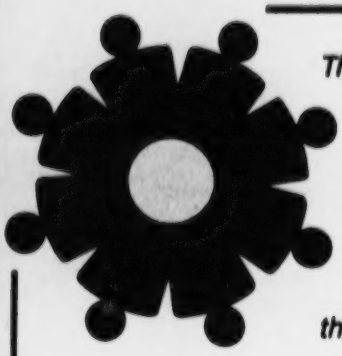

The logo of the State Council on Vocational Technical Education is an abstract representation of the citizen-councilors assembled at a round table. Designed by a commercial art student at Alexandria Technical Institute, the design was selected in 1982 from 69 entries submitted by vocational students in Minnesota's high schools, secondary cooperative centers, and technical institutes. The Council made its selection on the basis of a recommendation by a panel of representatives from the graphic arts, public relations, and media industries in Minnesota.

The State Council on Vocational Technical Education is designed to further public-private collaboration for the advancement of quality vocational programs responsive to labor market needs. Established in 1969 and designated as a state agency in 1985, the Council is composed of 13 members appointed by the Governor. Seven members represent the private sector interests of agriculture, business, industry, and labor. Six of the members represent vocational technical education institutions, career guidance and counseling organizations, special education, and targeted populations.

The Council advises the Governor, the State Board of Vocational Technical Education, the State Board of Education, the Governor's Job Training Council, the business community, the general public, and the U.S. Secretaries of Education and Labor. The Council

(a) advises on development of the annual state vocational plan;
(b) provides consultation on the establishment of program evaluation criteria and state technical committees;
(c) analyzes the spending distribution and the availability of vocational programs, services, and activities;
(d) reports on the extent to which equity is provided targeted populations;
(e) recommends procedures to enhance public participation in vocational technical education;
(f) recommends improvements that emphasize business and labor concerns;
(g) evaluates the delivery systems assisted under the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act (JTPA); and
(h) advises on policies that the state should pursue to strengthen vocational technical education, as well as initiatives that the private sector could undertake to enhance program modernization.

To enhance effectiveness in gathering information, the Council holds at least one town meeting each year outside the Twin Cities metropolitan area at which the public is encouraged to express its concern about vocational technical education in Minnesota. To enhance its effectiveness in providing information, the Council publishes a quarterly newsletter, an annual directory, and a biennial report. These publications as well as project and activity reports are available to the public.

Information on the date, time, and location of Council meetings and other activities is available by calling the Council Office at 612/296-4202.

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